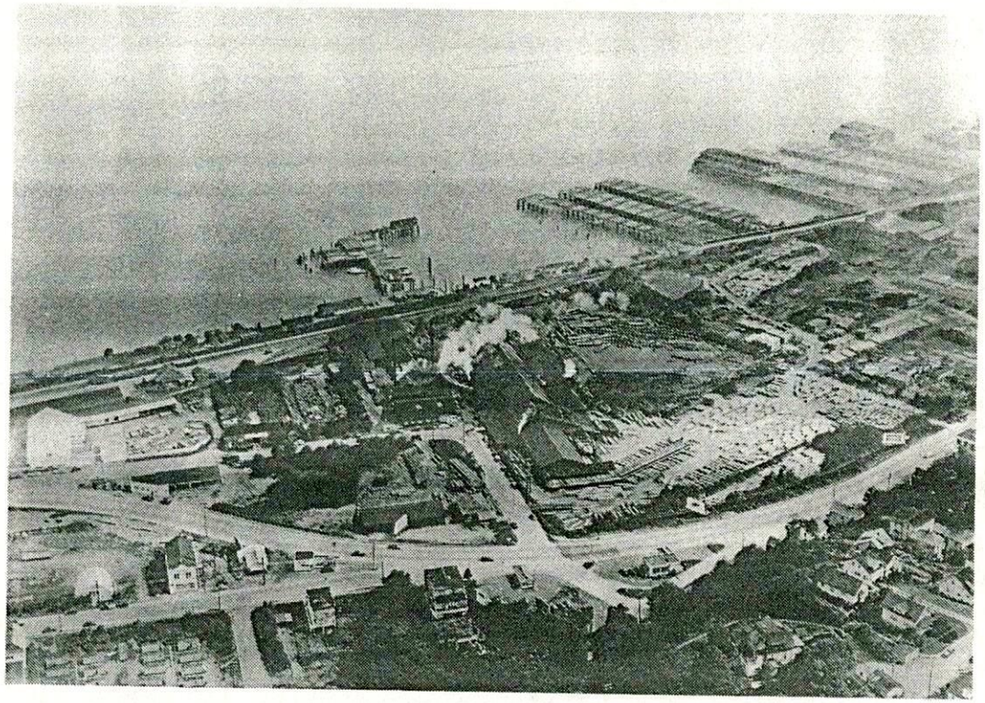
ASTORIA GATEWAY MASTER PLAN



CITY OF ASTORIA
March 1997

ASTORIA GATEWAY MASTER PLAN STEERING COMMITTEE

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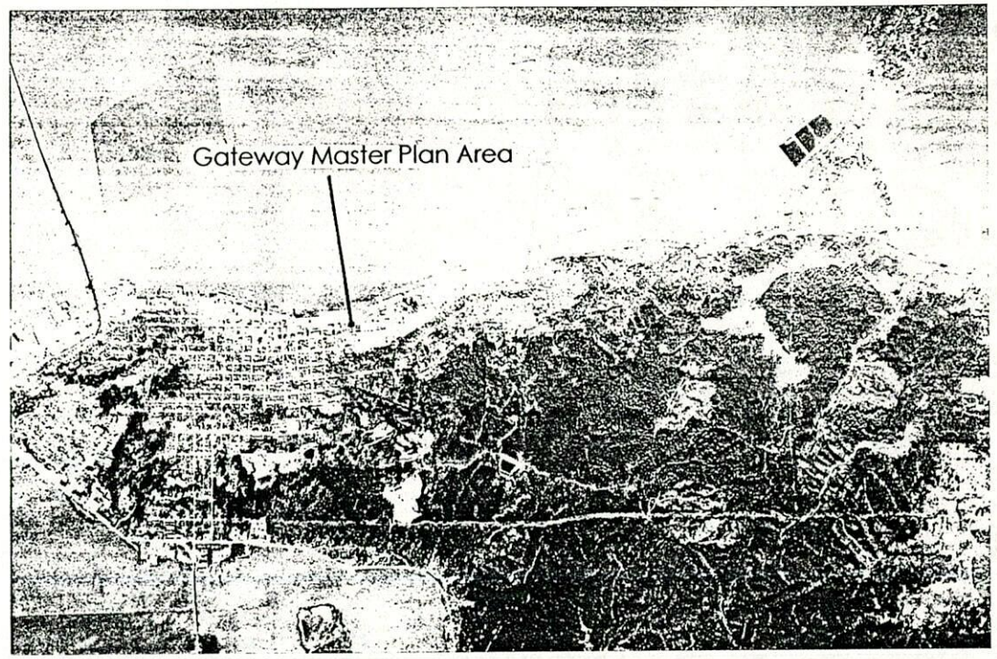
INTRODUCTION

The Astoria Gateway Master Plan represents a major opportunity to reinvigorate the study area and downtown Astoria. The Gateway vision will require aggressive and focused efforts by both public and private sectors in the following years. This Master Plan outlines the commitment necessary to make this vision a reality. The plan capitalizes upon significant existing uses and respects the natural environment. In addition, it establishes a realistic agenda and implementation program for new private development and public investment.

Because the Master Plan suggests a change in existing zoning, a "specific planning area" or "special purpose district" is identified that incorporates existing zoning where appropriate and creates new zoning where no current applicable city zoning category exists. The new use zones have been tailored to meet the plan's social, economic and development goals and policies while responding to market conditions and the City's overall vision for future growth.

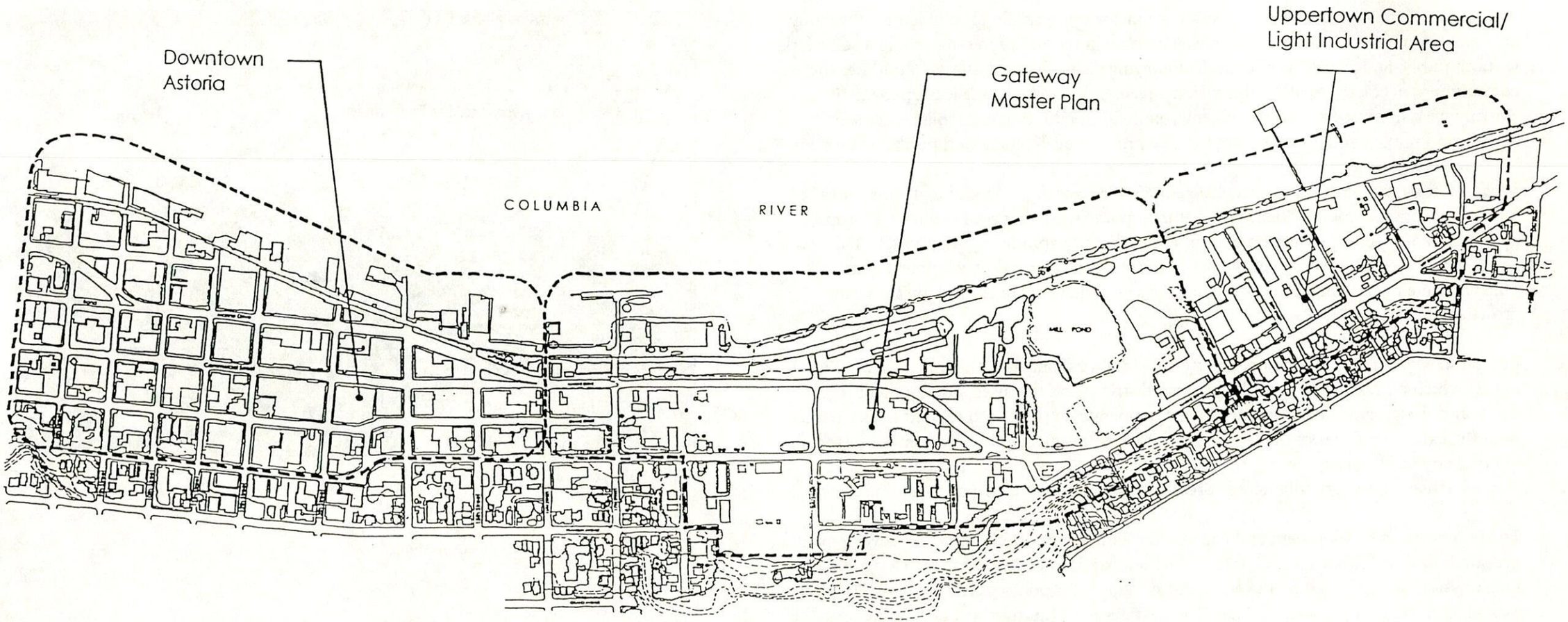
The Master Plan allows existing businesses to remain as long as their owners wish. Businesses which do not conform to the planned district allowable uses, development regulations, and design guidelines will be allowed to operate, expand, and rebuild in accordance with the existing policies of the City of Astoria's Development Code. Expansion or rebuilding of a non-conforming existing use shall conform to development standards other than allowable use. These "grandfathered" provisions will expire if a change in land use occurs.

To assure quality development and consistency with the plan's elements, all development proposals within the Master Plan area will be reviewed by a newly formed "Design Review Commission" as suggested by the economic development policies element (C.P. 205) of the existing Astoria Comprehensive Plan. The commission's findings will be forwarded to the Planning Commission for their consideration. The entire process for development review is outlined on page 56 of this plan. This process will provide quality assurance steps, so that high expectations are met and the plan's intent is not compromised.

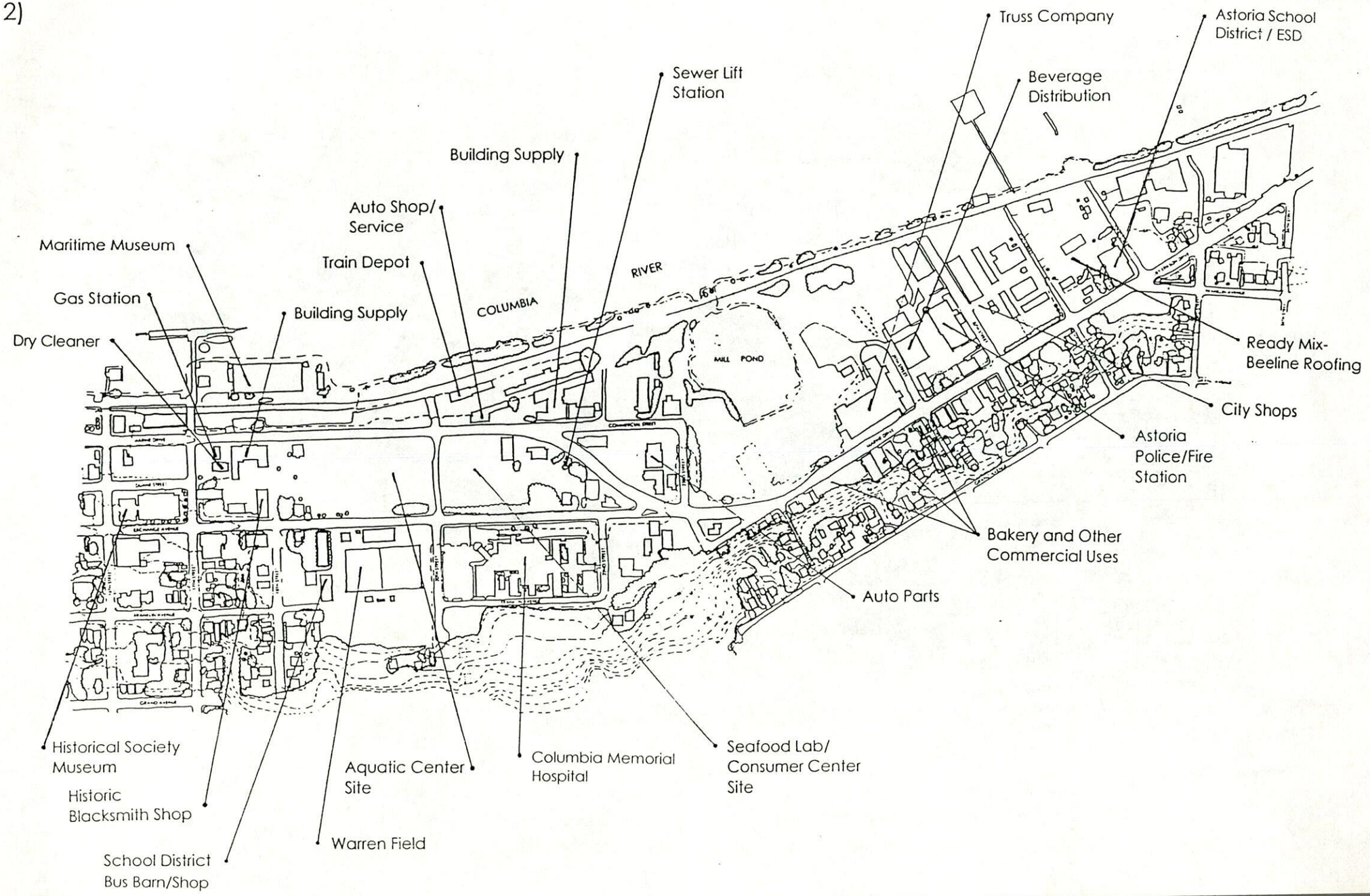


ASTORIA

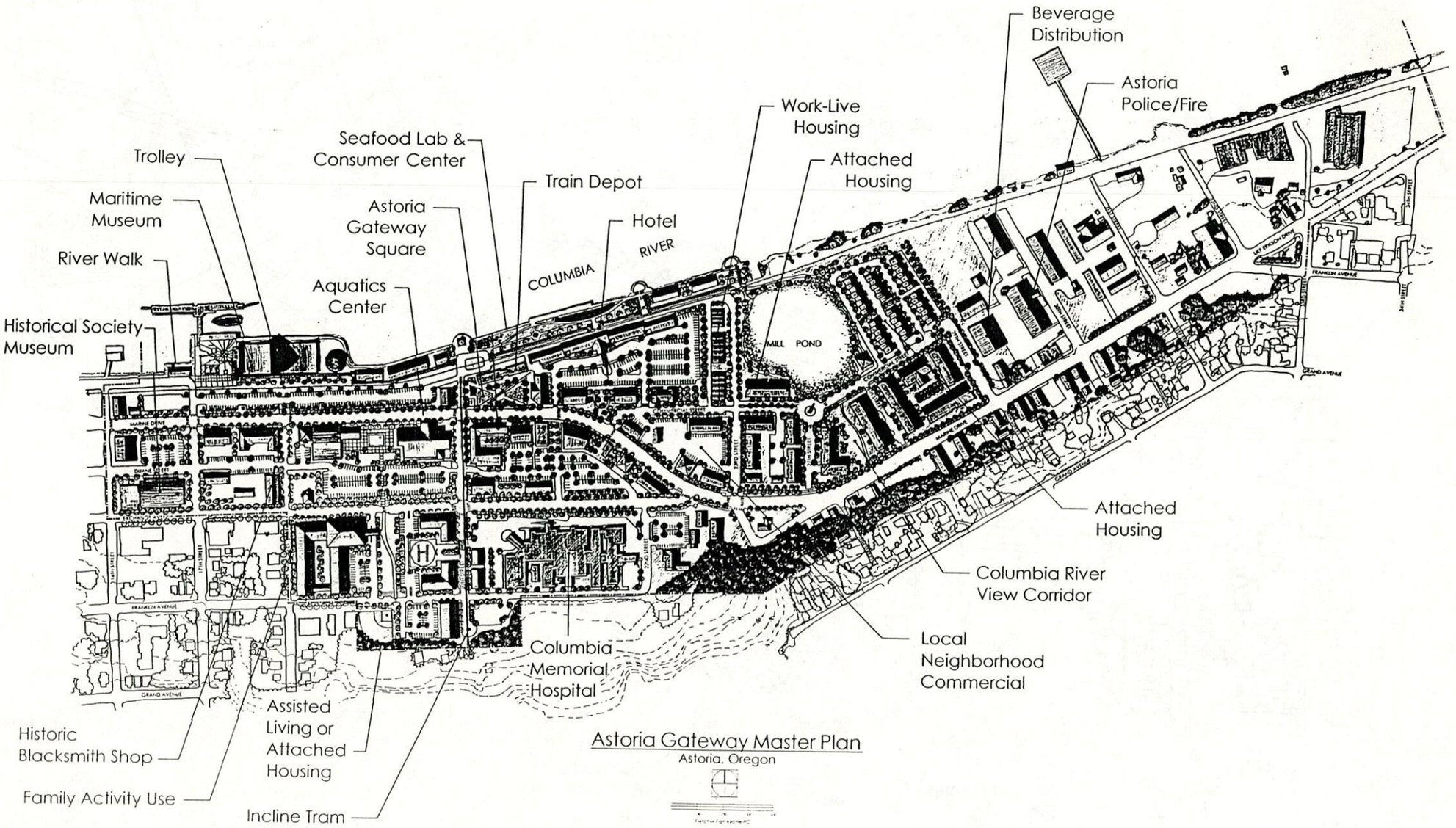
AREA PLAN
(Figure 1)



EXISTING CONDITIONS
(Figure 2)



ILLUSTRATIVE PLAN
(Figure 3)

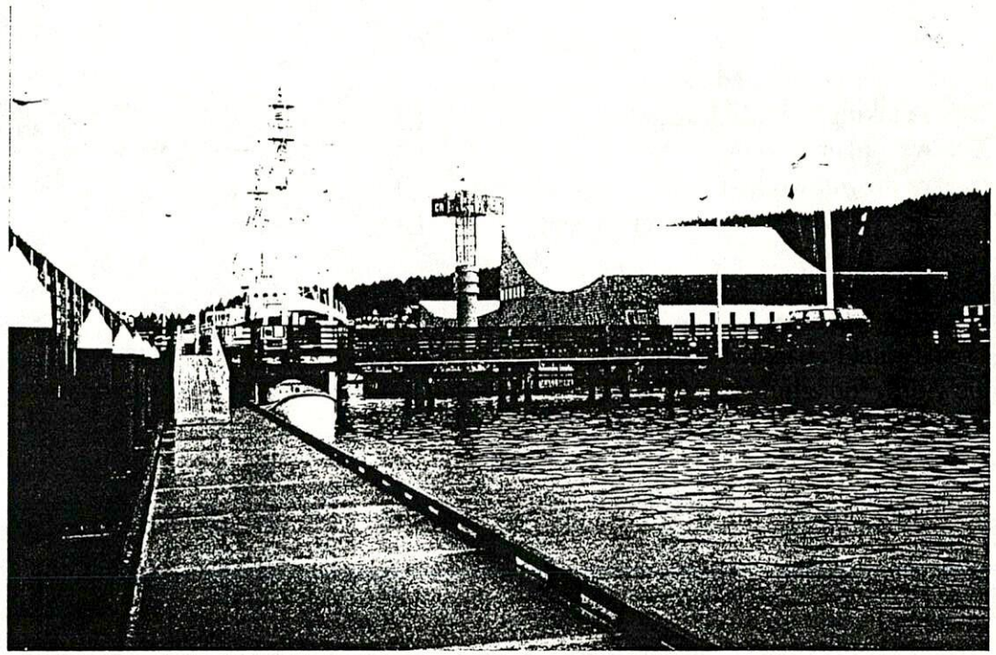


PROJECT OBJECTIVES AND MASTER PLAN PROPOSALS

Over the last few years, several developments have been proposed for Astoria. The most significant of those were the Oregon State University Seafood Lab and Consumer Center, a riverfront hotel and improvements to the existing Columbia Memorial Hospital and Maritime Museum. In 1995, the citizens of Astoria approved a bond measure for the development of an aquatics facility at the old Clatsop County Fairgrounds. The Seafood Lab is under construction, and ground is expected to be broken for the Aquatics Facility in the Spring of 1997.

Recognizing an opportunity to create a collective district of diverse but complementary uses, the City of Astoria established a Steering Committee in the Winter of 1996 to oversee the development of the Gateway Master Plan. This committee was made up of stakeholders, and later the Astoria Planning Commission, who would consider the development of the aquatics facility and surrounding parcels as a singular visitor-oriented district. The Gateway Plan originally considered public and private parcels, streets, alleys, parks, piers, and trails from 16th Street to 23rd Street and from the Columbia River to the foot of the wooded slope. After the planning process was initiated, the boundary was expanded east to 29th Street so as to include the Mill Pond parcels, along with considerations for the impact on adjacent commercial/light industrial properties in Uppertown (Figures 1 and 2).

The Master Plan Steering Committee has recognized that successfully redeveloped towns often share similar design characteristics. These similar characteristics have been identified and organized into a "Recipe for Saving Towns and Cities" (Table 1). The Steering Committee has used this list as a guide in developing project objectives. Over the last year, the Steering Committee has developed a visionary Master Plan (Figure 3). This plan affords Astoria an opportunity to redefine the Gateway Area's image as a place within the Northwest Coastal Region that is remarkable, identified by a special quality of its own making, yet representative of the history and culture of the community.



MARITIME MUSEUM

THE RECIPE FOR SAVING TOWNS AND CITIES (Table 1)

	Conditions Today
1. An active committed citizenry	☐
2. Risk taking political leadership	☐
3. Have a plan	☐
4. Save downtown first	☐
5. Return to the water or other natural assets	☐
6. The public sector goes first	☐
7. Establish public-private partnerships	☐
8. The government establishes rules	☐
9. Save the past	☐
10. Find ways to bridge bureaucratic obstacles	☐
11. Never forget the natural environment	☐
12. Create a 24 hour city (housing and attractions)	☐
13. Encourage transit and make downtown pedestrian friendly	☐

PROJECT OBJECTIVES (Table 2)

	Good	Fair	Poor
1. SUPPORT DOWNTOWN ASTORIA			
Non-competing Land Uses (Attractors & Housing)	☐	☐	☐
2. ENHANCE MAJOR EXISTING LAND USES			
Maritime Museum	☐	☐	☐
Astoria Memorial Hospital	☐	☐	☐
3. PROMOTE NEW LAND USES			
Aquatic Center	☐	☐	☐
Seafood Lab	☐	☐	☐
Seafood Consumer Center	☐	☐	☐
Hospitality Recreation	☐	☐	☐
Senior Housing	☐	☐	☐
4. LINK LAND USES (Visual & Physical)			
Within Area	☐	☐	☐
To River	☐	☐	☐
To Downtown	☐	☐	☐
To East	☐	☐	☐
5. CREATE A PEDESTRIAN-FRIENDLY ENVIRONMENT			
Street Sidewalks	☐	☐	☐
Pedestrian Street Crossings	☐	☐	☐
Riverwalk	☐	☐	☐
Rain Protection	☐	☐	☐
Landscaping	☐	☐	☐
Active Street Frontage	☐	☐	☐
Open Space (Central Location)	☐	☐	☐
6. CREATE INVESTOR INTEREST			
Master Plan Vision	☐	☐	☐
Community Support for Master Plan	☐	☐	☐
Existing Attractors	☐	☐	☐
Proposed Attractors	☐	☐	☐
Public Land Assembly	☐	☐	☐
Public Improvements	☐	☐	☐
7. DEVELOP IMPLEMENTATION TOOLS			
Rezoning	☐	☐	☐
Comprehensive Plan Consistency	☐	☐	☐
Design Guidelines	☐	☐	☐
Design Review	☐	☐	☐

The American Architectural Foundation, 1995

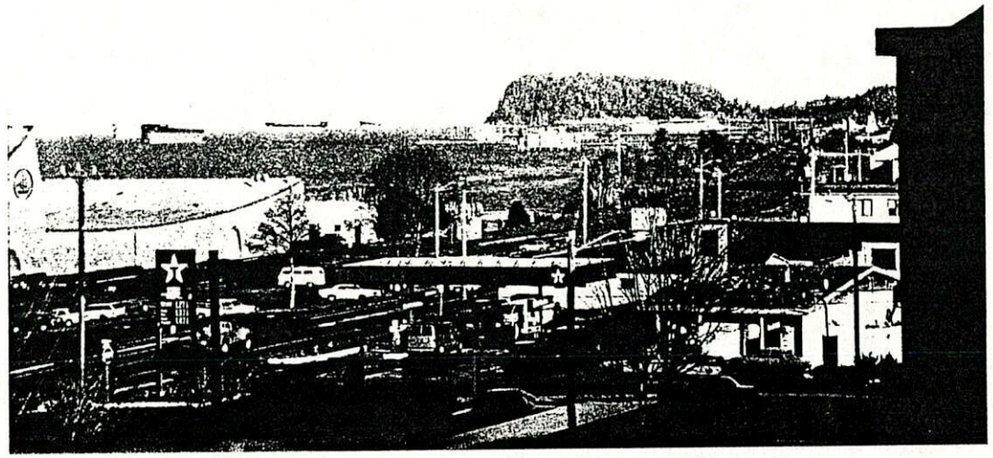
PROJECT OBJECTIVES

The Master Plan describes a district that returns to and embraces the community's soul -- the Columbia River.

This Plan represents an opportunity to reinvigorate the community with employment, entertainment and significant home-ownership at a scale which has not been seen in Astoria in recent years.

The Plan affirms the project objectives, identifies tools for implementation and assigns substantial responsibility to both private and public sectors. It has not only a realistic strategy for action, but also a strong visual image.

The Steering Committee established seven objectives (Table 2) to guide its work. The pages that follow describe these goals, the plan, the implementation strategies and design guidelines to make the Astoria Gateway vision a reality.



COLUMBIA RIVER

PROJECT OBJECTIVES

1. Support Downtown Astoria

Downtown Astoria is the heart of the community. The Gateway District does not promote retail and office land uses that compete directly with downtown. Instead, the plan will foster complementary uses and exclude those uses that would be better located downtown.

DOWNTOWN ASTORIA

2. Enhance Major Existing Land Uses

The plan will enhance the best of what exists. While much of the District is underdeveloped, some areas are healthy and secure, and others may demonstrate an ability to renew themselves. As the district develops, it should balance its enthusiasm for a new future with a commitment to respect and improve existing significant structures, activities and characteristics which are strong and indigenous. A creative and constructive use of the area's resources will accelerate its development and provide a framework which will enhance its success.

PROJECT OBJECTIVES

3. Promote New Land Uses

The public and private development community will pursue a strategy to develop the area as a visitor-oriented district that accommodates new residents who will work, live and shop in Astoria. The development prescription encourages and supports uses that are economically, socially and culturally diverse.

NEW USES

4. Link Land Uses

A primary design objective is to connect land uses within the Gateway District to each other, the Columbia River and to adjacent districts. The Gateway area will not be developed as a self-sufficient neighborhood, but as one of the many emerging and interrelated districts of Astoria. These districts are inextricably bound along the Columbia River. The edges of the Gateway District will be linked to neighboring areas by visual corridors, pedestrian networks, gateway monuments, and uninterrupted road connections in order to attract and support complementary land uses.

PROJECT OBJECTIVES

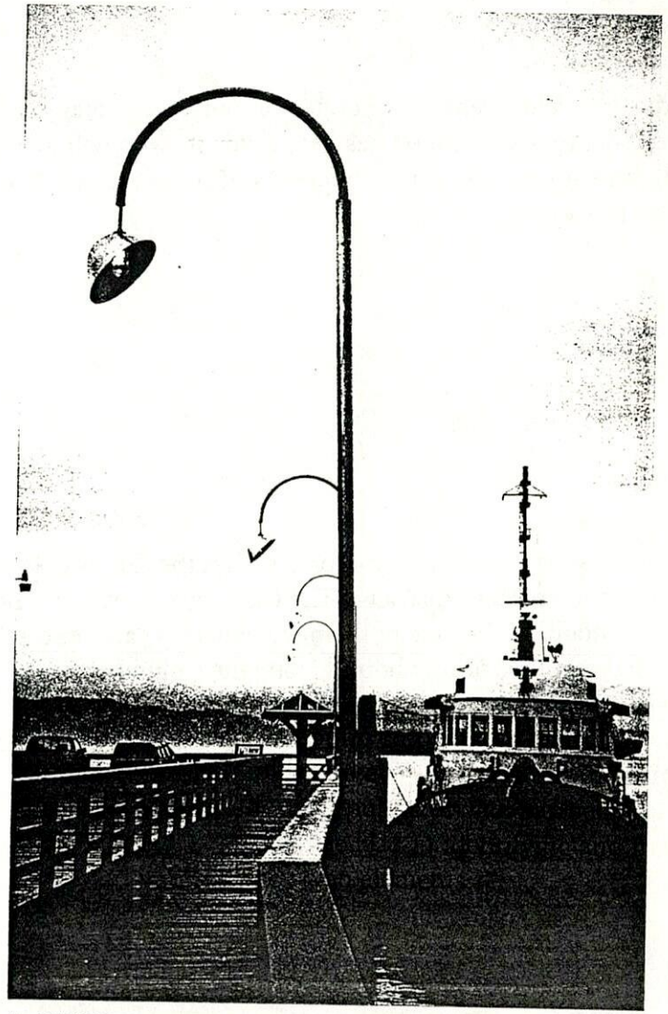
5. Create a "Pedestrian-Friendly" Environment

To distinguish itself as a place where people would like to visit, to live and to work, the Gateway will provide a unique environment that is pedestrian-based. The pedestrian environment will not be compromised by poorly sited parking lots, inactive street frontages or other auto-oriented design considerations. Further, design responses to environmental conditions -- rain protection and the extension of the Riverfront walkway will be developed.

6. Create Investor Interest

No master plan can be successfully implemented unless it is market-driven and sustainable. The Gateway Plan recognizes this and ensures investor confidence by providing the certainty of complementary land uses and quality development. This certainty comes from the established regulations and guidelines that all developers must collectively follow.

An approved plan also contributes to investor confidence. It indicates public support for the plan and a commitment from political leadership. It illustrates the city's dedication to forging public/private partnerships, removing bureaucratic obstacles and its willingness to take the lead in identifying and implementing programs to promote strategic investment for key plan elements.

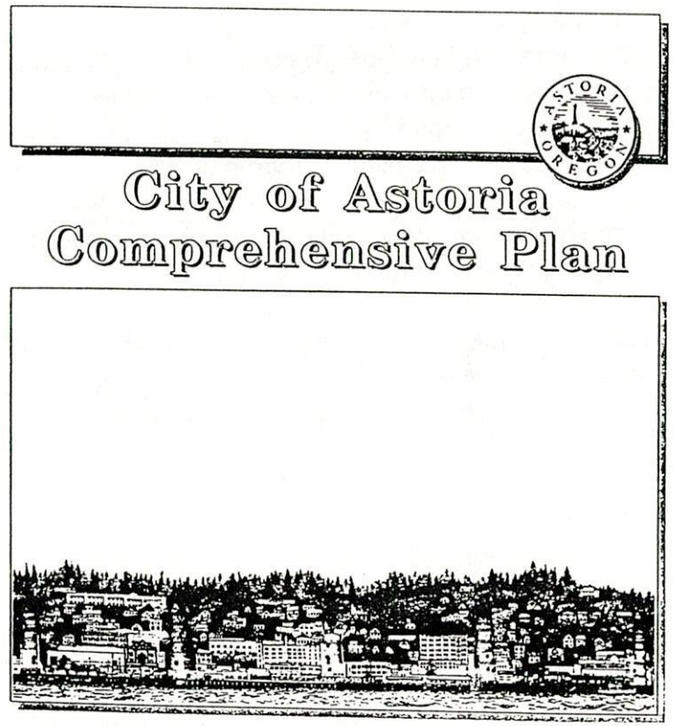


14TH STREET RIVER PARK

PROJECT OBJECTIVES

7. Develop Implementation Tools

The land use plan and design guidelines provide a plan of action and a strategy for implementation. The steps for implementation include removing as many regulatory barriers as possible by rezoning and updating the comprehensive plan, establishing design guidelines and developing a process for project design review.



MASTER PLAN CONCEPT

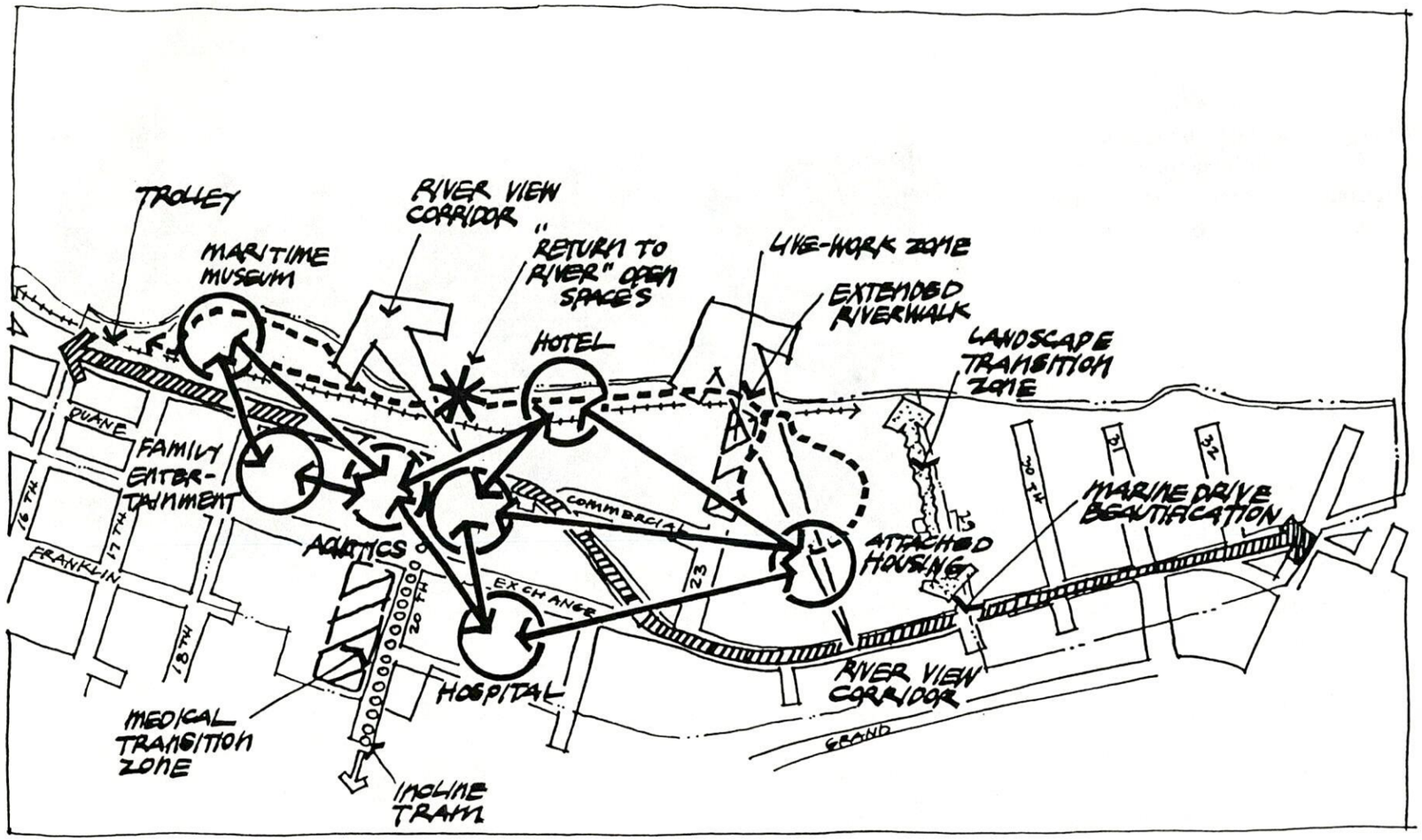
Like many communities in Oregon whose economies are in transition and no longer exclusively reliant on natural resources, Astoria finds itself at a crossroads. The city finds itself poised to capitalize on Oregon's emerging tourism industry and potential untapped markets for housing, particularly senior, vacation and first-time home buyers who are attracted to Astoria's unique character. The plan provides a framework in which these markets can be developed while providing for existing uses. The concept plan (Figure 4) follows a recipe that prescribes:

- Returning to the water,
- Promoting land uses that complement existing development,
- Encouraging transit and pedestrian-friendliness,
- Saving the past, and
- Capitalizing on the natural environment.

The plan is comprised of many individual components and special relationships that have been tested through a series of alternative concepts during the planning process. The Gateway Master Plan represents a compilation of those ideas.

The Gateway Master Plan has no explicit phasing requirements or time frame for development. To create investor interest and generate ongoing community support for the plan, however, implementation of some of the plan's key concepts must occur in the near future. While flexibility to allow for some change has been considered as part of the design concept, the overall spirit and intent of the plan should not be compromised.

CONCEPT DIAGRAM
(Figure 4)



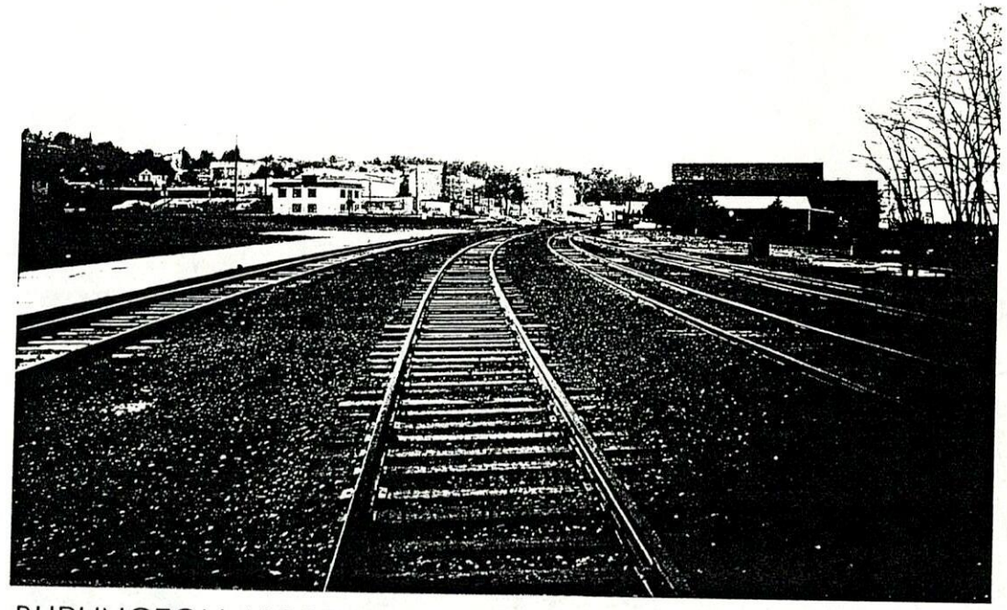
Master Plan Concepts

- Interrelated areas connected with a strong pedestrian network.
- Open spaces focus uses toward the Columbia River.
- Marine Drive appearance improved.
- View Corridors to the Mill Pond and Columbia River maintained.
- Incline tram connects the Gateway Square to the Astoria Column.
- 50' landscape transition zone developed between existing 29th Street commercial and light industrial uses and Mill Pond uses.
- Flexible zones provide for medical expansion and work/live land uses.
- Waterfront Riverwalk extended around Mill Pond.

INFRASTRUCTURE FRAMEWORK

A comprehensive capital improvement program is defined for the Astoria Gateway. Commitment to this program will provide the impetus for several public/private actions critical to the execution of the Master Plan.

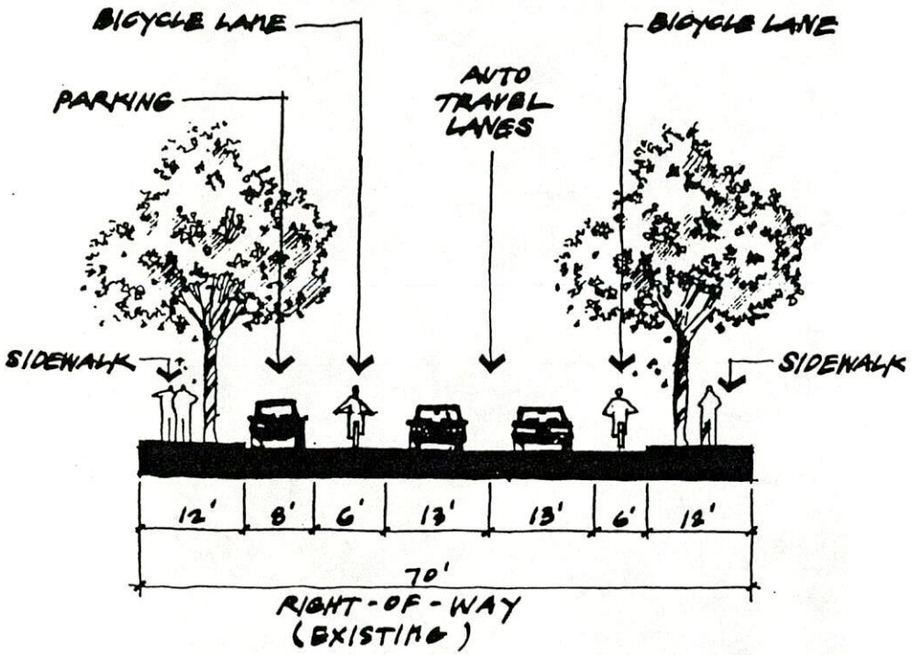
By emphasizing compact, walkable development, infrastructure dollars can be focused toward developing amenities that create an atmosphere of quality and uniqueness, rather than the expanses of indistinguishable parking lots and wide roadways that characterize typical auto-dominated developments. Other benefits to promoting compact development in central Astoria, rather than new development on the edge of town, will be savings to the community in infrastructure costs.

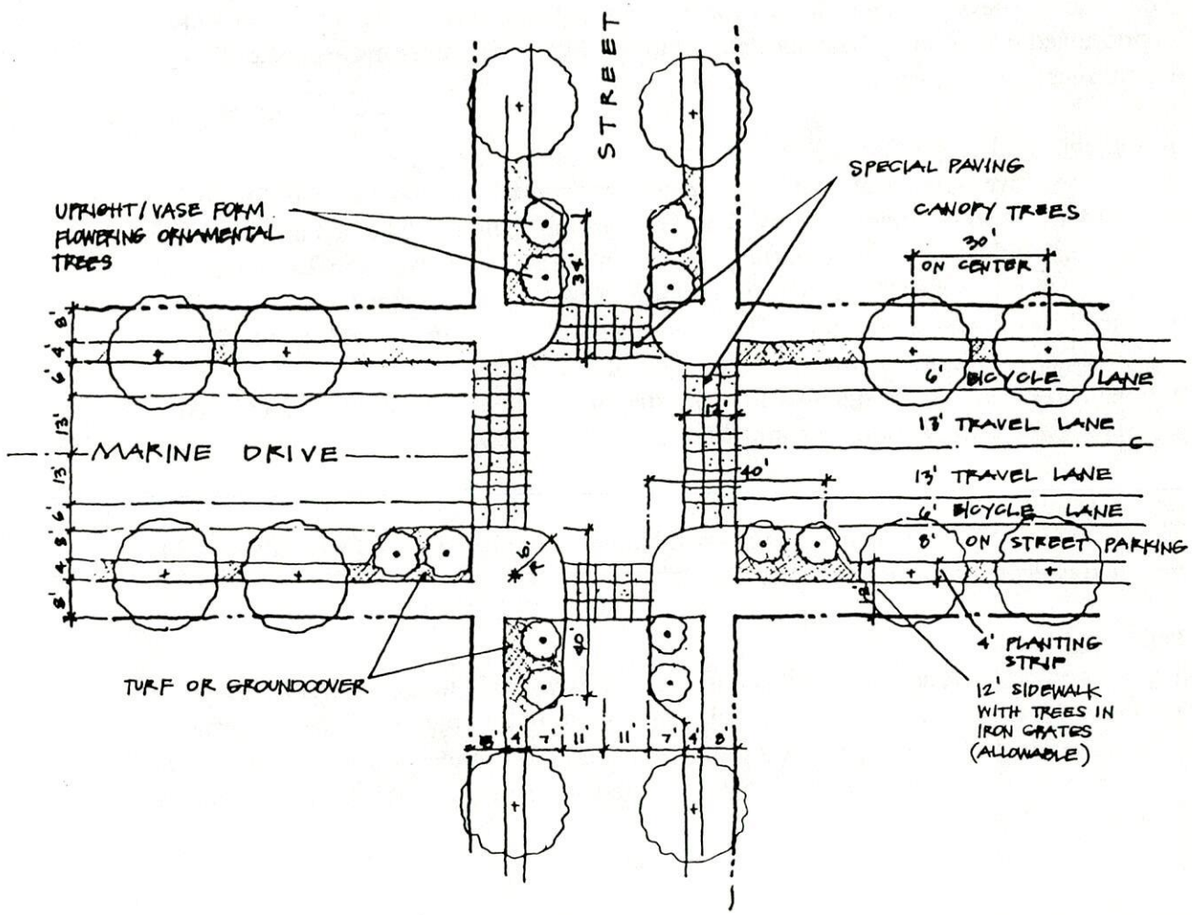


BURLINGTON NORTHERN TRACKS

MARINE DRIVE

Marine Drive Street Section and Plan
(Figure 5)





TYPICAL SECTION AND PLAN -- CHANGES WITH INDIVIDUAL CONDITIONS

Circulation

The Astoria Gateway Master Plan area will become special only if the pedestrian environment is prioritized over all other transportation modes (Figure 6). In no instance should this environment be compromised.

Automobile and Truck Components:

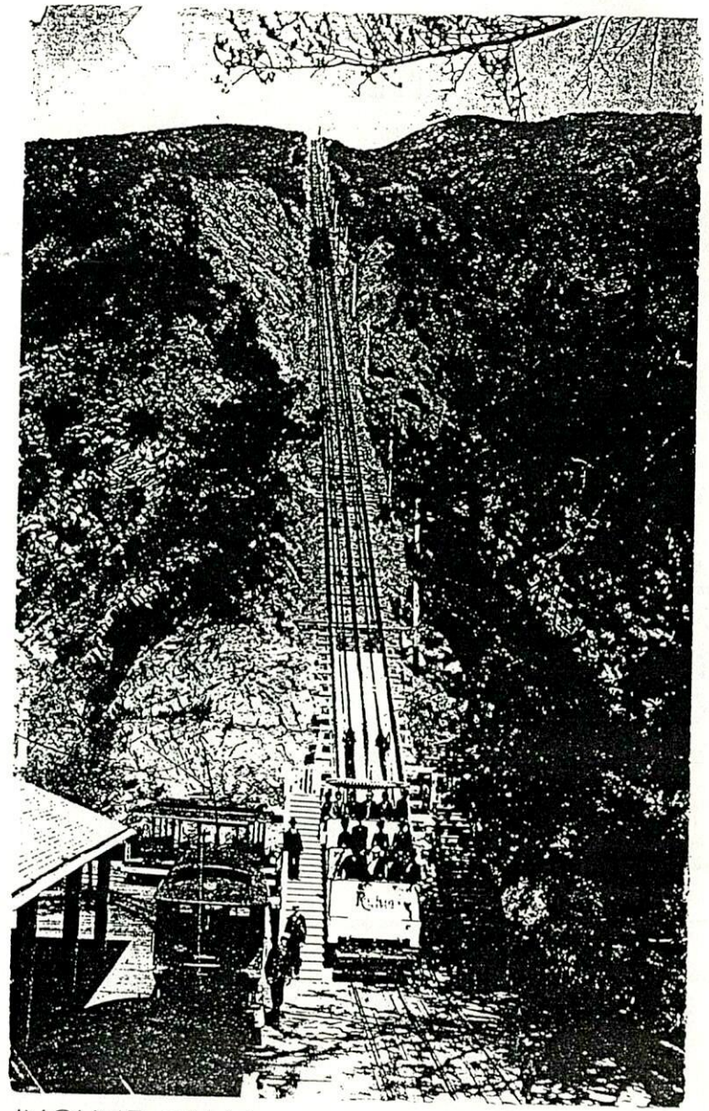
- Marine Drive -- As a state highway and primary arterial roadway through the city, Marine Drive needs to be designed to minimize congestion. There will be no curb cuts to parking lots, with the exception of the parcels south of Marine Drive from 23rd Street to 32nd Street. In all other instances, parking will be accessed from side streets only.
- New Roadways -- A local street "loop" is suggested, connecting 23rd Street to 20th Street, and 18th Street will be upgraded to city standards.
- Signals -- Three traffic signals will be located at the intersection of Marine and 17th, Marine and 20th, and Marine and 23rd.

Bicycle Components:

The current bicycle lanes will be maintained along Marine Drive. The Riverwalk should be designed to accommodate bicyclists.

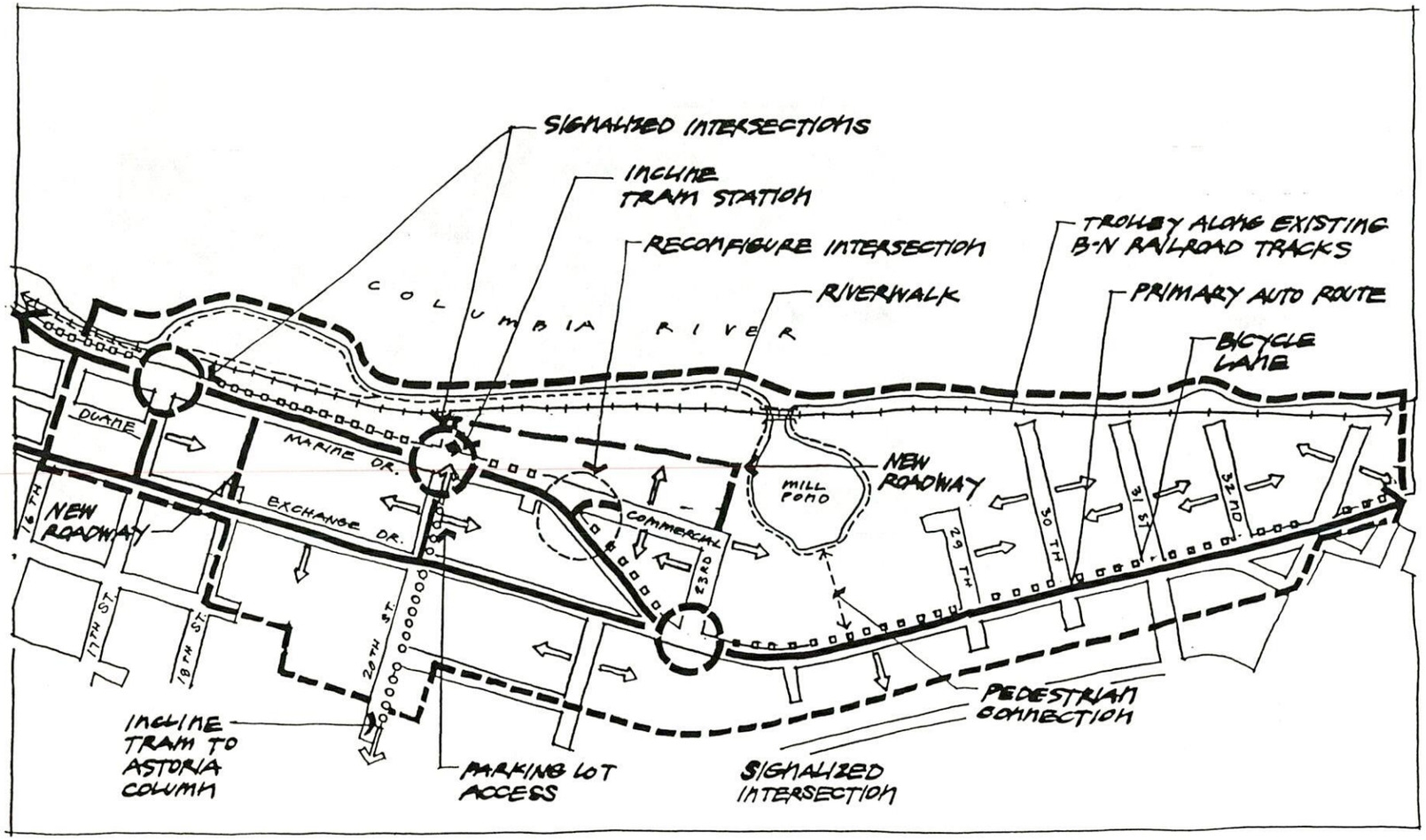
Rail Components:

- Incline Tram -- A cog train will connect the Gateway Plaza to the Astoria Column.
- Trolley (Train) -- A trolley will run along the existing Burlington-Northern railroad tracks. The trolley will provide a public transportation connection to the downtown Astoria riverfront. Trolley stops will be located adjacent to the Maritime Museum and hotel.



INCLINE TRAM

CIRCULATION
(Figure 6)



Major Components

- Limited auto parking lot access from Marine Drive.
- Bicycle lanes maintained on Marine Drive.
- Incline Tram to Astoria Column.
- New traffic signals.
- Trolley (train) to downtown.
- Riverwalk -- The existing Astoria Riverwalk will be extended to and around the Mill Pond.
- Marine Drive Promenade -- Wide pedestrian walkways will link the attached housing at the Mill pond to the hotel, Aquatics Center, Seafood Lab and Maritime Museum.
- Corner "Bulbing" and Special Paving -- On all streets that have on-street parking, corners will be extended to minimize pedestrian crossing distances. At intersections with traffic signals, special paving will be used at pedestrian crossings.

PARKS AND OPEN SPACES

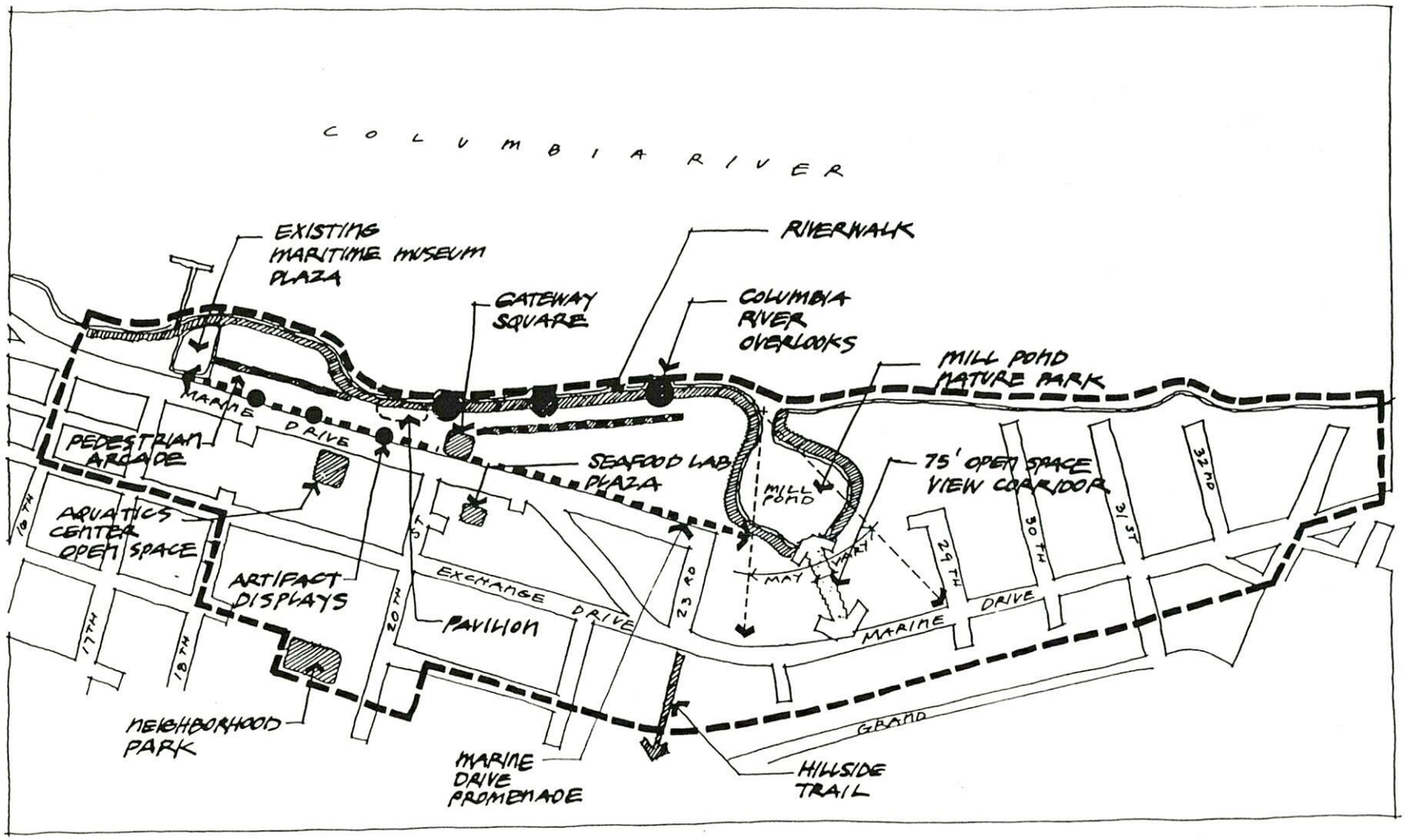
The parks and open spaces (Figure 7) in the plan will link parts of the study area together and strengthen the Gateway area's relationship to the Columbia River. The public spaces will provide a variety of experiences for the pedestrian and bicyclist.

Major Components:

- Maritime Museum Plaza -- A paved plaza that serves as an entry gateway for tour ships and as a forecourt for the Museum.
- Gateway Square -- Located at the heart of the master plan area, the "living room" will serve as a stage for public activities.
- Columbia River Overlooks -- These overlooks will provide an opportunity to directly see, touch and hear the Columbia River.
- Mill Pond Park -- The Mill Pond will be an enhanced aquatic feature.
- Maritime Artifact Displays -- The Maritime Museum will be symbolically connected to Marine Drive where motorists and pedestrians can preview maritime heritage artifacts.
- All public streets will have canopy trees (30' spacing with 15' minimum lowest mature branching height) between sidewalks and curbs. Trees may be inserted into sidewalks with the tree planting area filled with plant materials or tree grates.

MILL POND

PARKS AND OPEN SPACES
(Figure 7)



Components

- Maritime Museum Plaza
- Maritime Artifacts Displays
- Gateway Square
- Columbia River Overlooks
- Riverwalk Extension
- Mill Pond Park
- Neighborhood Park
- Seafood Lab Plaza
- Aquatics Center Open Space
- Pedestrian Arcade
- Marine Drive Promenade
- Hillside Trail

DEVELOPMENT FRAMEWORK

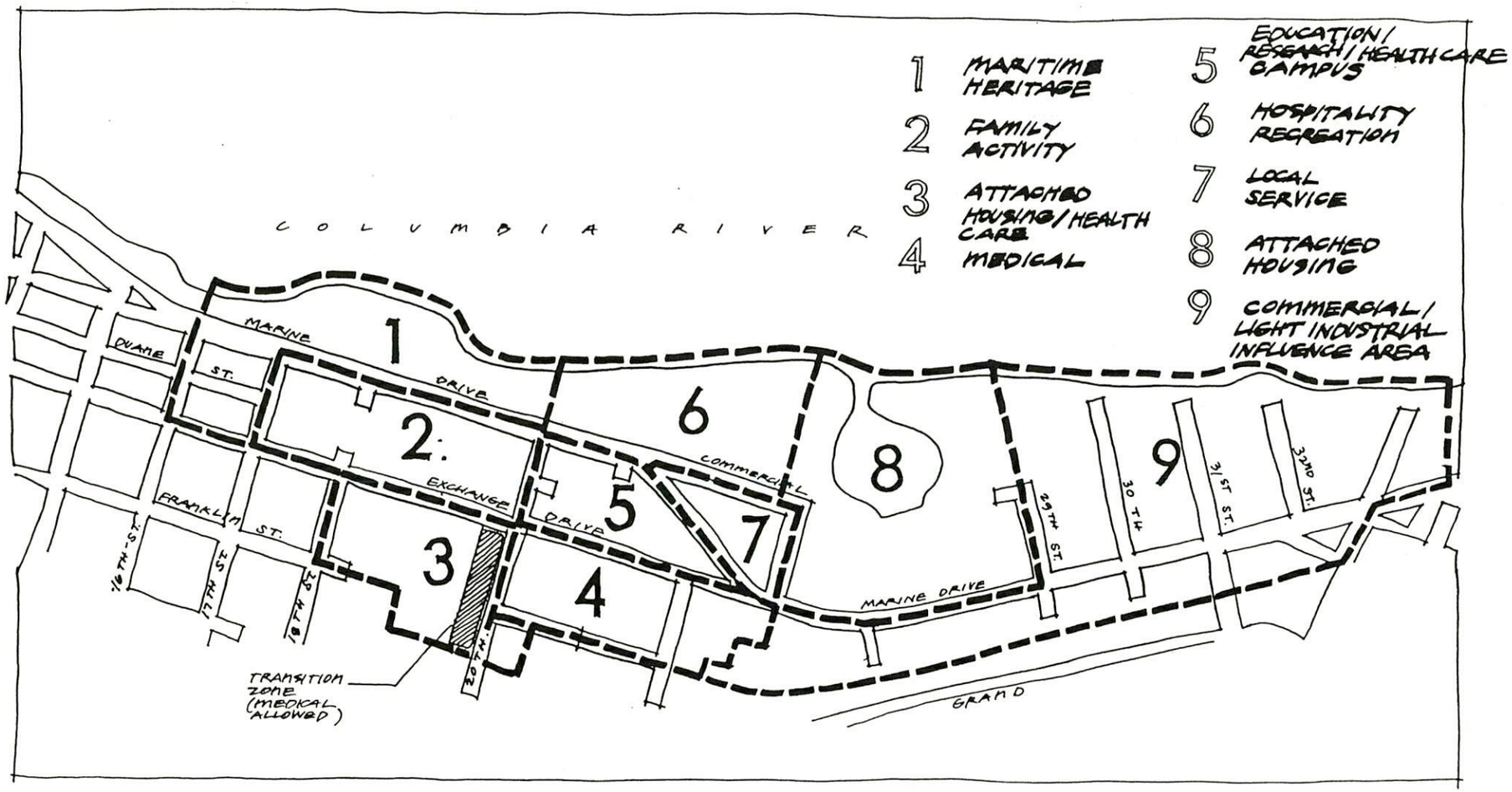
A Plan for Action -- While the Astoria Gateway presents a variety of opportunities, the proposed development does not need to follow a specific sequence. Development of key areas, however, can serve as a catalyst for stimulating interest in the areas considered more difficult to develop. Clearly those parcels with existing development will remain unchanged until the market warrants a change in use. The plan has been designed so that projects which are consistent with development goals can be pursued with confidence while existing uses remain viable.

Eight discrete yet interrelated areas (Figure 8) have been identified along with an influence area -- the existing commercial/light industrial zone of Uppertown. Within the eight areas, recommendations are made for both public and private investment. Those areas are defined as follows:

1. Maritime Heritage
2. Family Activity
3. Attached Housing / Health Care (Warren Field)
4. Health Care
5. Education / Research / Health Care Campus
6. Hospitality / Recreation
7. Local Service
8. Attached Housing (Mill Pond)
9. Commercial / Light Industrial (Influence Area)

Guided by the plan, public and private investment can combine to achieve significant and immediate results in each of these areas. As progress is made, relationships between areas should be revisited to ensure that the Gateway area matures as one district made up of complementary parts.

DEVELOPMENT FRAMEWORK
(Figure 8)



DEVELOPMENT PROGRAM

The Astoria Gateway Master Plan contains approximately 60.3 net acres. No specific requirements for intensity of development, except for proposed densities for attached housing, have been established for any of the sub-areas.

Development Program (Table 3)

Area	Net Acreage	Units per Acre (min)	Total Units (min)
1. Maritime Heritage	9.5 acres		
2. Family Activity	7.7 acres		
3. Attached Hsg./Health Care	7.5 acres	13	100
4. Health Care	6.6 acres		
5. Education / Research / Health Care	4.8 acres		
6. Hospitality / Recreation	8.8 acres		
7. Local Service	2.1 acres		
8. Attached Hsg. (Mill Pond)	13.3 acres		
(pond included)	17.0 acres	18	240
Total	60.3 acres		340

1. Maritime Heritage

This area will provide visitor-oriented facilities that will foster visitor use of the existing Maritime and Historical Society Museums, the adjacent Aquatics Center and other uses. New uses will be sited to take advantage of the Columbia River and hillside views. Shared parking facilities will be developed to maximize the use of existing parking lots.

Area Components and Requirements:

- New traffic signals at the intersections of Marine Drive and 17th Street and Marine Drive and 20th Street
- Artifact displays along the north side of Marine Drive
- Foul weather pedestrian arcade connecting the Maritime Museum to the adjacent hotel
- Pavilion
- Columbia overlook memorial at the terminus of 20th Street
- Parking lot landscape screening
- Trolley (train) stop

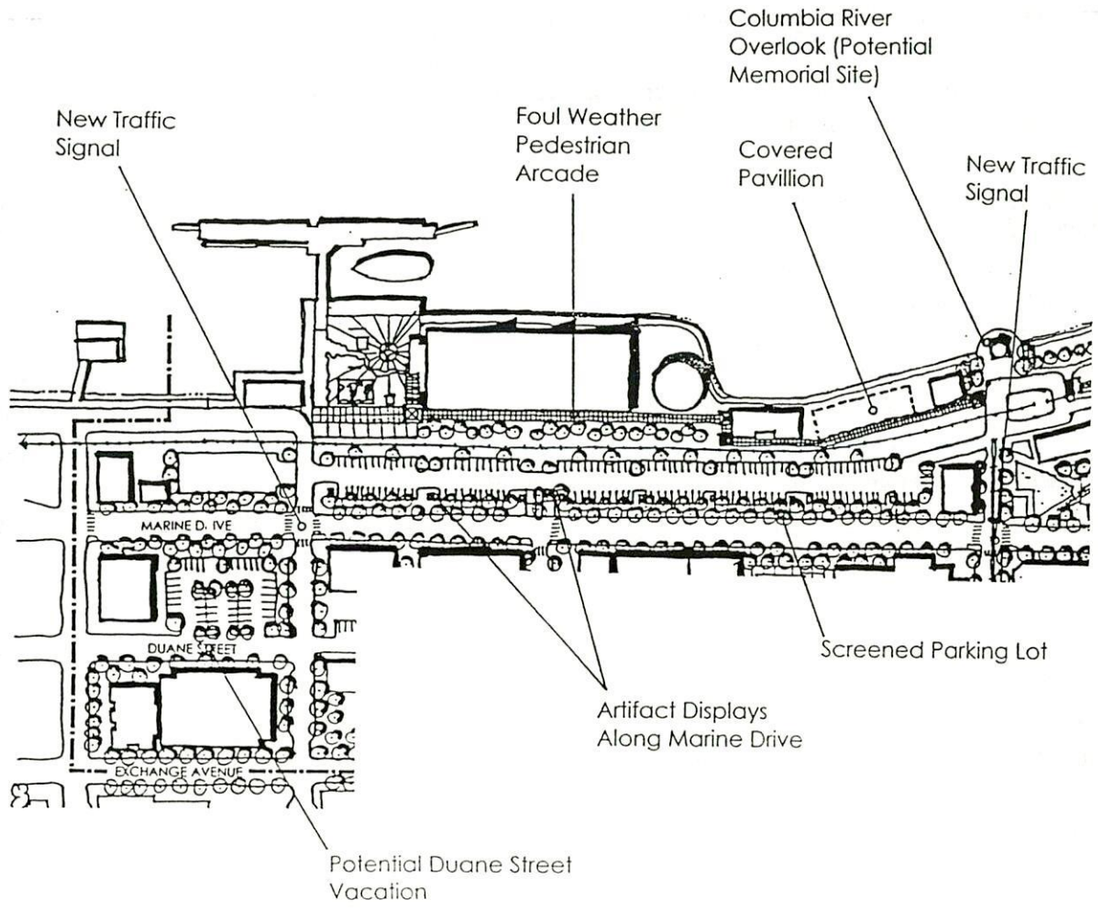
Approximate Area:

9.5 Acres

Permitted Uses:

- Museums
- Restaurants
- Parking lots and structures
- Museum-related services
- Bed and Breakfast Inns

1. Maritime Heritage (Figure 9)



2. Family Activities

This area will provide family-oriented uses such as theaters and aquatics to complement the adult-oriented museums on adjacent parcels. Facilities will be sited to encourage pedestrian access from the Maritime Museum, hotel and Mill Pond housing. All buildings should have active uses at the street level grade with housing or offices above as appropriate.

Area Components and Requirements:

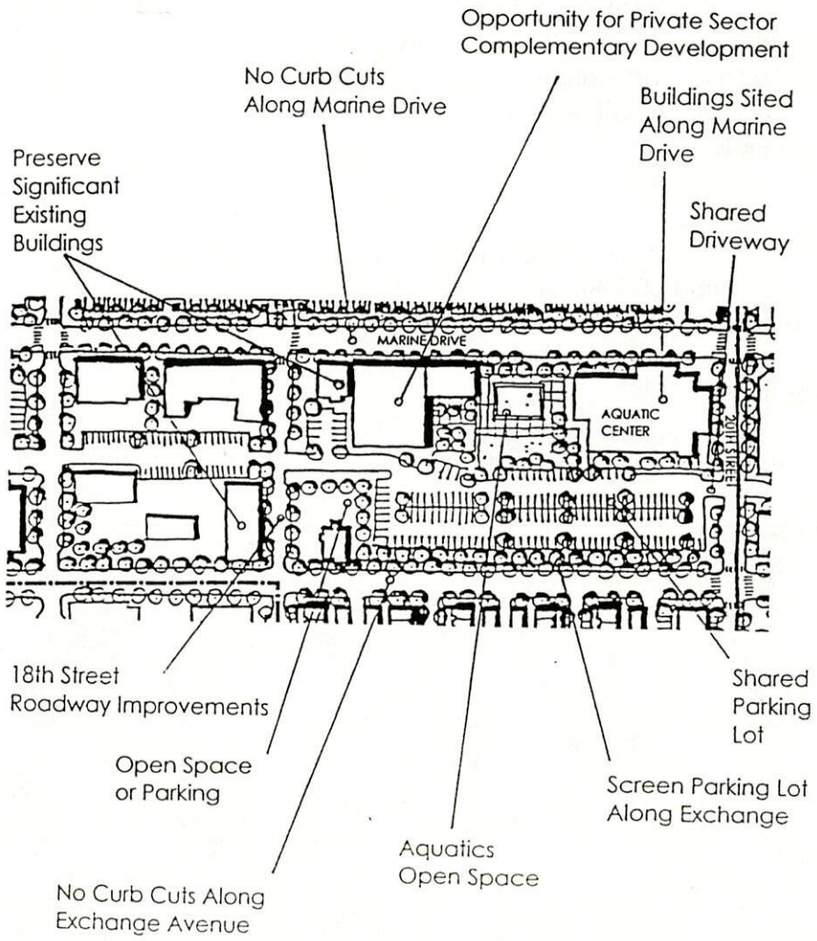
- Facilities will be sited along Marine Drive for easy pedestrian access from other uses within the Study Area.
- No parking access from either Marine Drive or Exchange Street.
- Parking lot landscape screening.
- Shared parking lots and access drives.
- Existing significant buildings preserved.
- 18th Street roadway improvements.
- Primary pedestrian building entries from street frontage.

Approximate Area:
7.7 Acres

Permitted Uses:

- Aquatics Center
- Theater or Similar Uses
- Housing over Ground Floor Businesses
- Offices
- "Family" Restaurant
- Museum (Blacksmith)

2. Family Activities
(Figure 10)


Opportunity for Private Sector Complementary Development
No Curb Cuts Along Marine Drive
Buildings Sited Along Marine Drive
Preserve Significant Existing Buildings
Shared Driveway
MARINE DRIVE
AQUATIC CENTER
18th Street Roadway Improvements
Shared Parking Lot
Open Space or Parking
Screen Parking Lot Along Exchange
Aquatics Open Space
No Curb Cuts Along Exchange Avenue

AREA PLANS

3. Attached Housing / Health Care (Warren Field)

The existing John Warren Field and adjacent uses will be redeveloped in the future as neighborhood-compatible, assisted care senior housing or attached housing. Homes will reflect the adjacent residential neighborhood in scale and character. A 100' area adjacent to 20th Street will be reserved as a medical transition zone. Within this zone, medical and attached housing are both allowed.

Area Components and Requirements:

- 100' medical transition zone along 20th Street.
- 1/2 acre public neighborhood park.
- Neighborhood scaled attached units (3 story maximum).
- Street-oriented building entries.
- Interconnected network of public streets.
- Alley parking and garages.

Approximate Area: 7.5 Acres

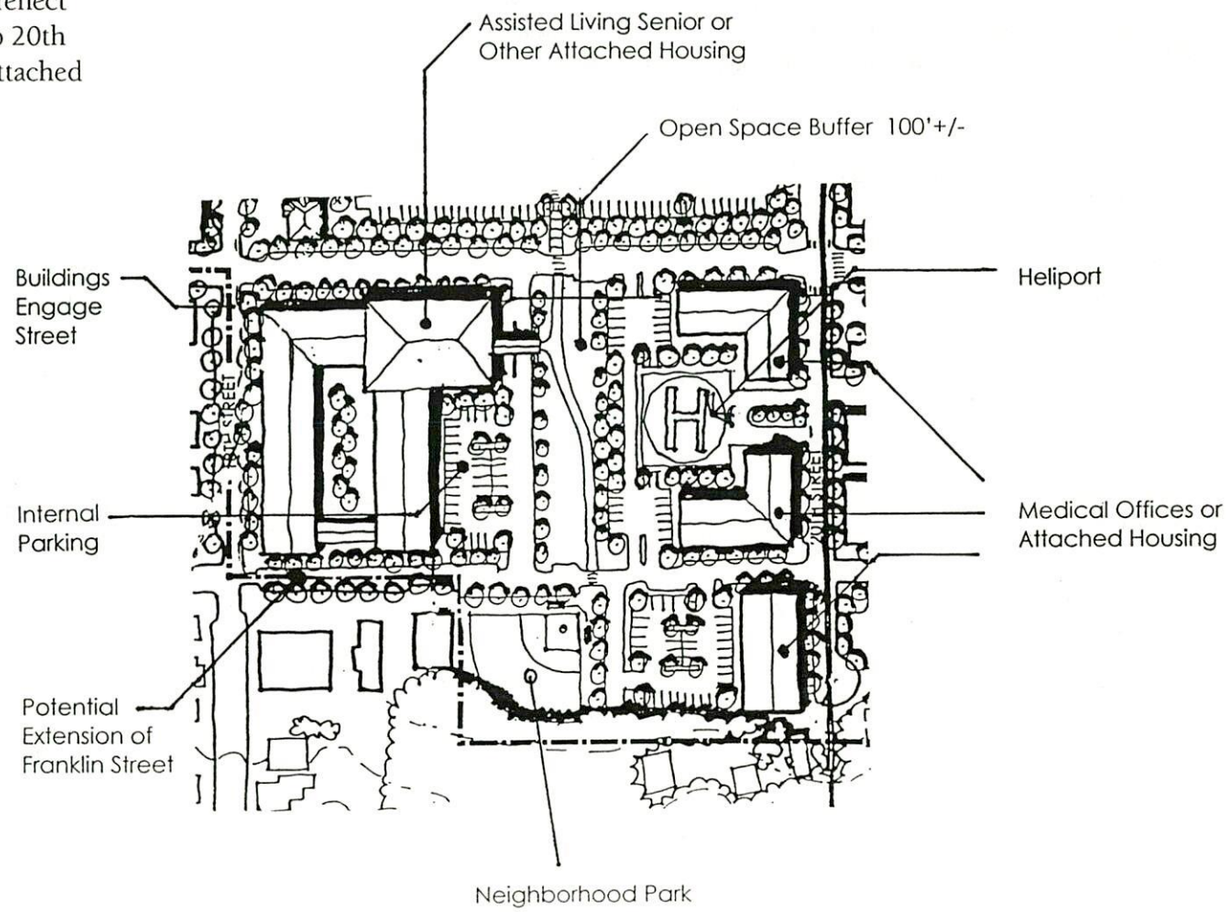
Proposed Density: 13 units per acre (minimum)

Total Units: 100 (minimum)

Permitted Uses:

- Apartments
- Owner occupied Rowhouses / Townhouses
- Assisted living senior housing
- Conominiums
- Medical / health care offices
- Neighborhood park (public)
- Private clubhouse and related facilities
- Heliport

3. Attached Housing / Health Care (Warren Field) (Figure 11)



4. Health Care

The Columbia Memorial Hospital provides medical services for all of Clatsop County. The Astoria Gateway Plan maintains this important facility and suggests that the use of this facility can be enhanced by adding senior housing or other high-density residential housing nearby.

Area Components and Requirements:

- Areas designated for potential expansion.
- Potential alternative heliport site.
- Landscape buffering along Exchange Street.
- Parking lot and landscape improvements for adjacent associated professional offices.

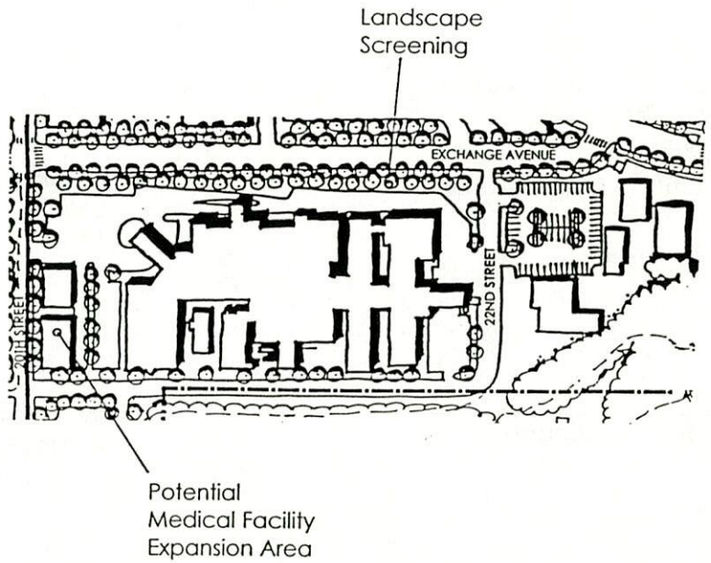
Approximate Area:

6.6 Acres

Permitted Uses:

- Hospital and related medical facilities
- Medical offices and health care facilities
- Heliport

4. Health Care
(Figure 12)



5. Education / Research / Health Care Campus

This area will be developed in a "university-like" character. The Seafood Lab and Consumer Center will set the tone for the new development. Green spaces, plazas and other pedestrian facilities will be emphasized.

Area Components and Requirements:

- Pedestrian primary entries are from the street frontage.
- Existing significant buildings are maintained.
- No curb cuts from Marine Drive.
- Shared parking lots.
- Landscape screening of parking.
- Reconfigured Marine Drive and Exchange Street.
- Buildings sited along Marine Drive or Exchange Street property lines only.

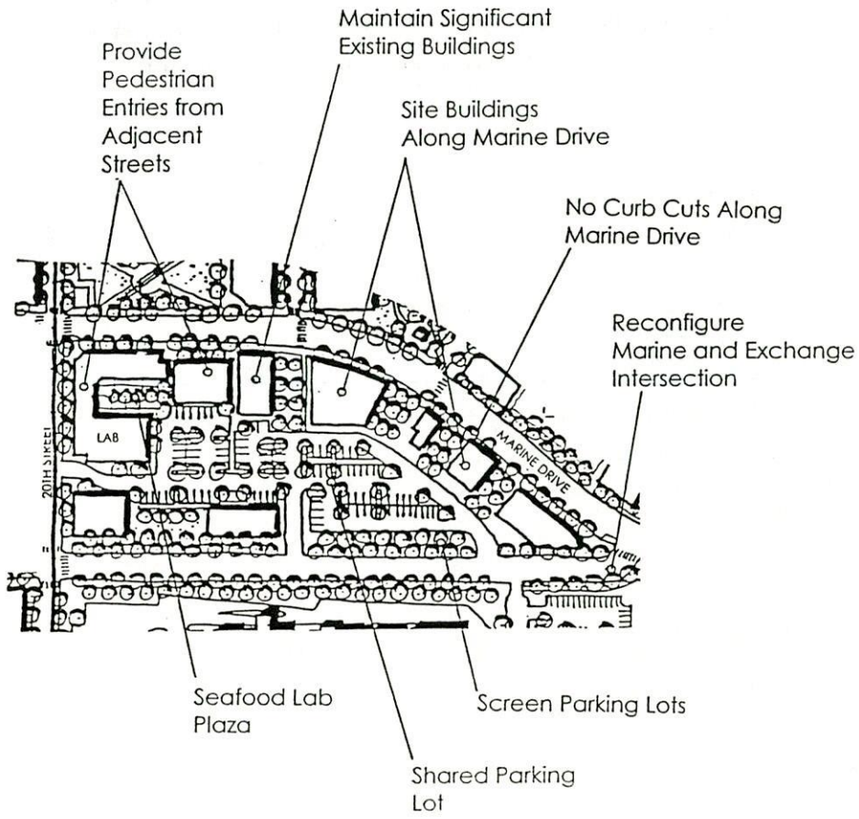
Approximate Area:

4.8 Acres

Permitted Uses:

- Educational Research
- Health Care
- Seafood Processing / Canning Education Facility

5. Education / Research / Health Care Campus (Figure 13)



6. Hospitality / Recreation

A quality regional destination-oriented hotel and associated uses will be developed to serve the visitor-oriented uses, education/research and health care facilities. The hotel will be developed in close proximity to the existing train station and 20th Street for easy pedestrian access to adjacent areas. The hotel will be designed to maximize Columbia River views and the use of open spaces. Gateway Square should serve as the center of activity for the entire Gateway area.

Area Components and Requirements:

- Gateway Square at 20th and Marine Drive.
- Astoria Gateway Monument at the reconfigured Commercial and Marine Drive intersection.
- Hotel adjacent to existing Burlington Northern Railroad tracks.
- Hotel gardens and courts along the Columbia.
- Internal shared parking screened with perimeter landscaping.
- Associated hotel eating and drinking establishments along Marine and Commercial only.
- Pedestrian arcade along the hotel.
- Columbia River overlooks.
- Incline Tram ticket pavilion.
- Trolley stop.

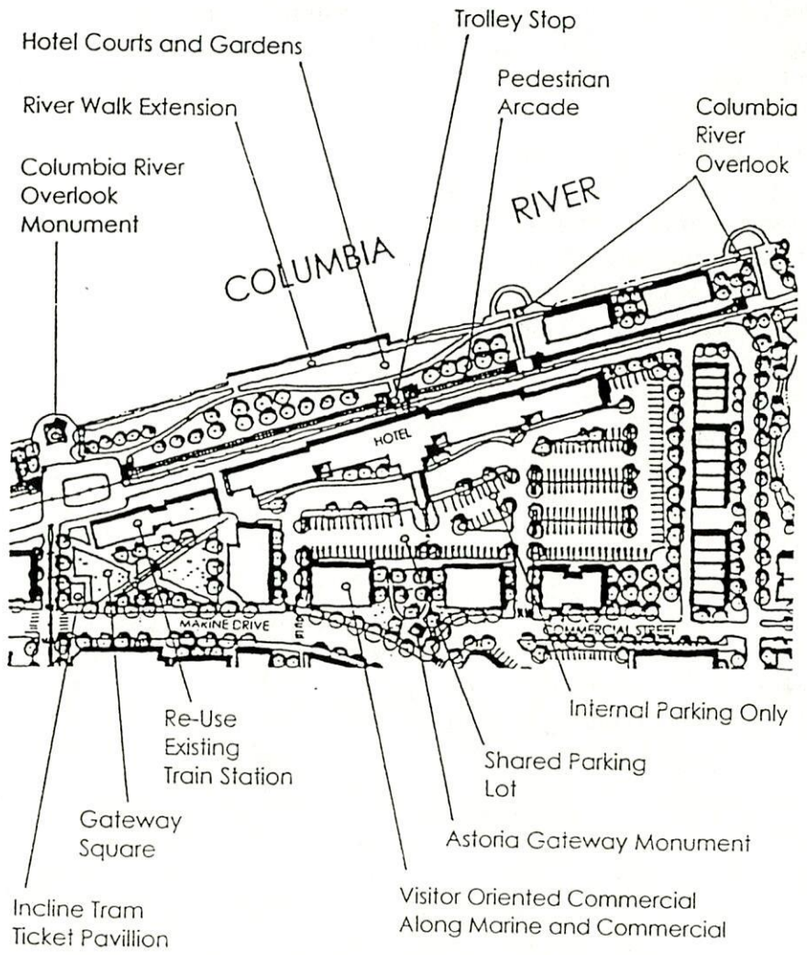
Approximate Area:

8.8 Acres

Permitted Uses:

- Hotel and associated uses
- Food service
- Eating and drinking establishments
- Trolley and Incline Tram station.

6. Hospitality / Recreation (Figure 14)



7. Local Service

The local service area is reserved for those uses that may be of a more auto-oriented nature, such as gas stations and other similar neighborhood commercial uses. Siting buildings along roadways and landscaping buffers will conceal parking lots and service areas.

Development Requirements

- 8 foot landscape easement along Marine Drive.
- No curb cuts along Marine Drive.
- Buildings shall be located along the periphery of the area.
- Shared access drives from Commercial and 23rd Streets.
- Shared parking.

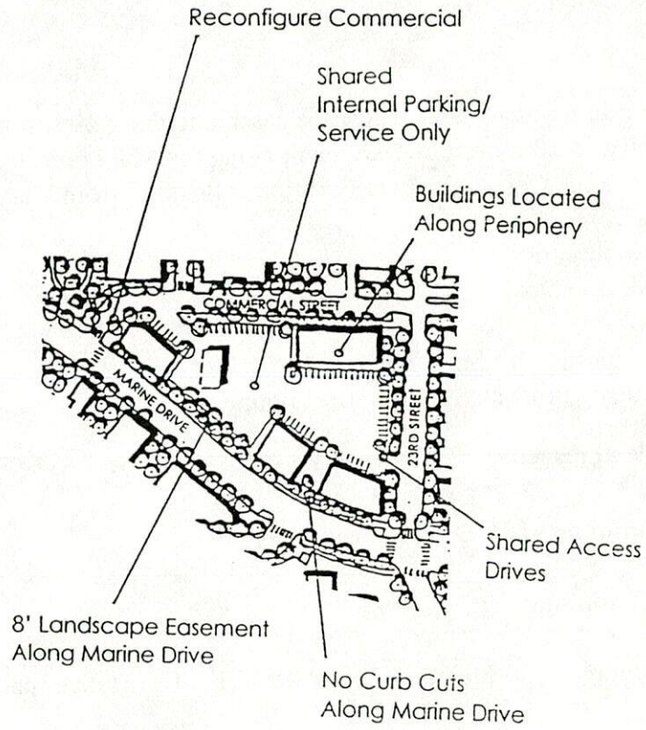
Approximate Area:

2.1 Acres

Permitted Uses:

- Gas Stations
- "Neighborhood Commercial"

7. Local Service (Figure 15)



AREA PLANS

8. Attached Housing (Mill Pond)

The redevelopment of the 17 acre site will provide residents easy access and close proximity to the proposed hospitality recreation, aquatics, medical and other uses within the master plan area and downtown.

Work / live uses are encouraged along the extended 23rd Street. A shared parking arrangement with the adjacent hospitality-recreation area is encouraged.

Area Requirements

- 50 foot minimum building setback and landscape easement along 29th street boundary.
- Public pedestrian trail and 20 foot public easement along the Mill Pond.
- 75 foot view corridor to the Columbia River (location is flexible) from Marine Drive.
- Work live uses along 23rd Street.
- Columbia River overlook park.
- No curb cuts along Marine Drive.
- Mixed income housing.
- Noise/visual buffering along 29th Street boundary.
- No front doors of housing units along 29th Street boundary.

Approximate Developable Acreage: 13.3 Acres

Proposed Density: Minimum of 18 Dwelling Units/Acre

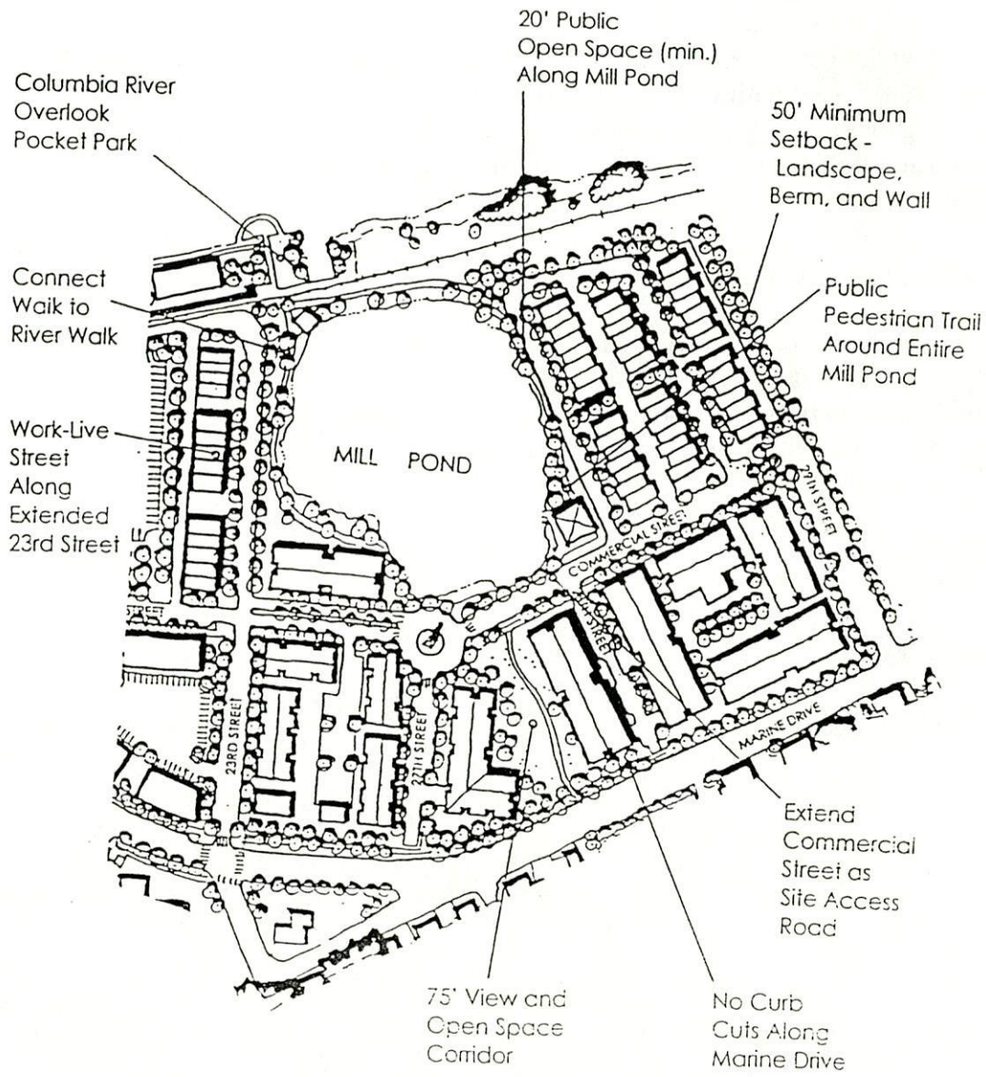
Total Units: 240 Units (minimum)

Work-Live Commercial Intensity: Maximum of 20,000 S.F. of work/live space

Permitted Uses:

- Assisted living senior housing
- Work-live commercial
- Apartments
- Condominiums
- Owner occupied Rowhouses / Townhouses
- Neighborhood Park (public)
- Private clubhouse and related residential facilities

8. Attached Housing (Mill Pond) (Figure 16)


20' Public Open Space (min.) Along Mill Pond
Columbia River Overlook Pocket Park
50' Minimum Setback - Landscape, Berm, and Wall
Connect Walk to River Walk
Public Pedestrian Trail Around Entire Mill Pond
Work-Live Street Along Extended 23rd Street
MILL POND
COMMERCIAL STREET
21ST STREET
22ND STREET
23RD STREET
MARINE DRIVE
Extend Commercial Street as Site Access Road
75' View and Open Space Corridor
No Curb Cuts Along Marine Drive

INFLUENCE AREA

9. Commercial / Light Industrial

The commercial / light industrial area will provide services and opportunities for family-wage employment adjacent to the Master Plan. Existing uses and facilities will be maintained and strengthened.

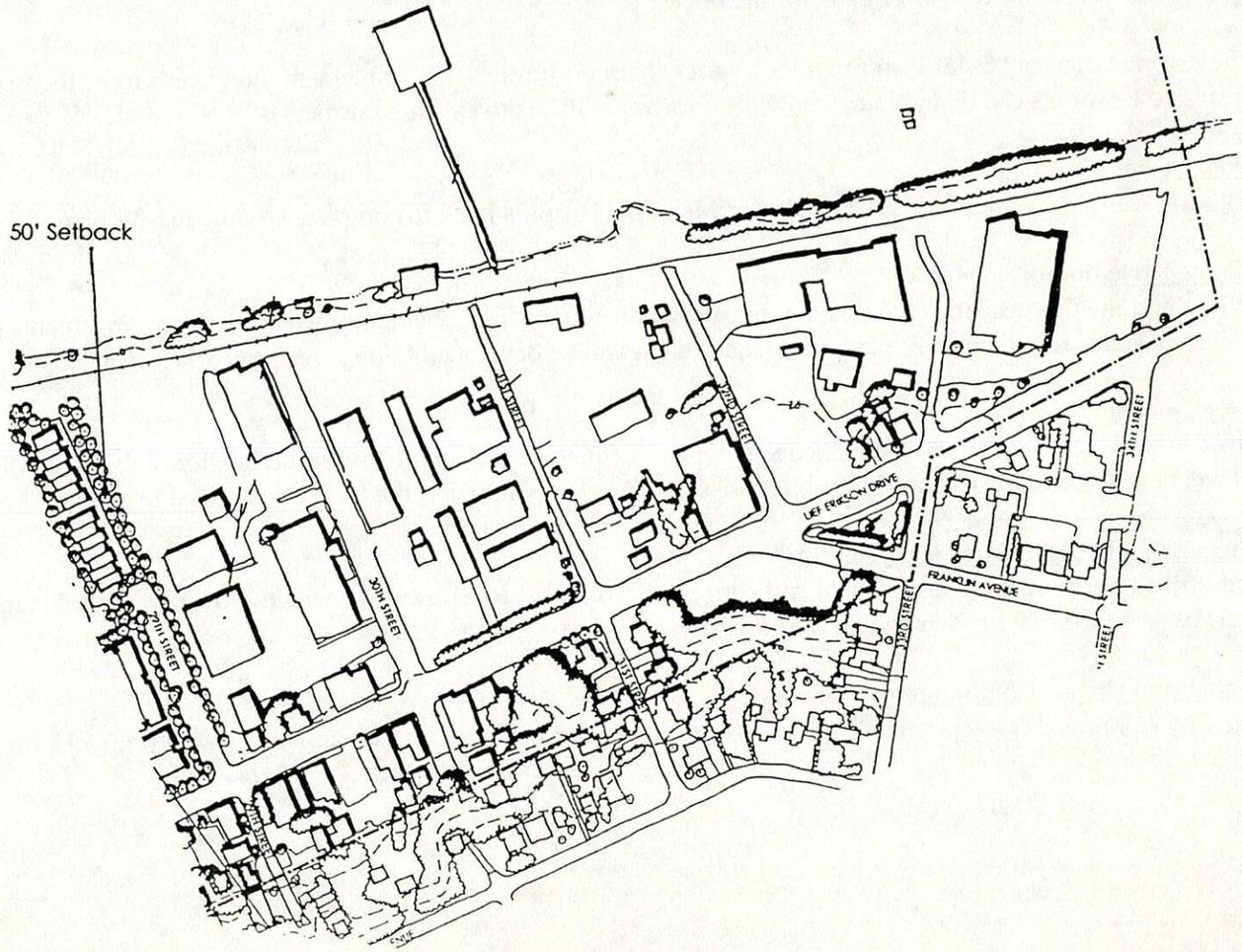
Area Components and Requirements:

- Landscape improvements on Marine Drive -- canopy street trees, sidewalks, and pedestrian scaled lighting
- Area exempt from plan and design guideline requirements

Permitted Uses:

- As allowed by the City of Astoria Development Code

9. Commercial / Light Industrial (Figure 17)



IMPLEMENTATION PROGRAM

The Astoria Gateway Master Plan provides an opportunity to implement a concept that is a good idea and a good deal. Both are achievable. The plan suggests focusing on a limited palette of key projects for public, private and public/private partnership initiation to avoid a fragmented implementation program. The primary objective of this strategy is to maximize investment dollars to realize the "most bang for the buck".

The Astoria Gateway Master Plan provides a variety of opportunities, but implementation needs to be focused on projects (Figure 18) that will, in turn, spur development throughout the area. These projects can be implemented with no adverse affects to existing businesses.

Master Plans:
Both the Maritime Museum and the Columbia Memorial Hospital need to complete specific master plans for existing and potential facilities on their grounds.

Marine Drive Improvements:
ODOT and the City recently completed a transportation systems plan that identified capacity improvements to avoid unacceptable traffic congestion in the following years. Other projects - landscaping, lighting, sidewalks, signs, etc. - will be developed to improve pedestrian connections and the overall visual appearance of the roadway.

Development Offerings:
The City will create and offer to qualified developers "Request for Development Proposals" for both the Mill Pond and Family Activity parcels. A review process and schedule for submittal will be included. Suggestions for public assistance may be included in the form of financial incentives, low interest loans or other techniques.

The 20th and Marine Drive Intersection:
Pedestrian improvements, traffic signal and connected Columbia River overlook will knit the diverse individual areas together. A private/public partnership will be developed to share costs between the Master Plan owners and the City.

Rezone and Update Comprehensive Plan:
The City will provide new permitted uses and develop regulations for each individual area within the planning area. Existing non-conforming uses will be permitted until redevelopment occurs.

IMPLEMENTATION PROGRAM

Components

1. Master Plans (Private)
   - Maritime Museum
   - Medical Center

2. Marine Drive Improvements (City and ODOT)

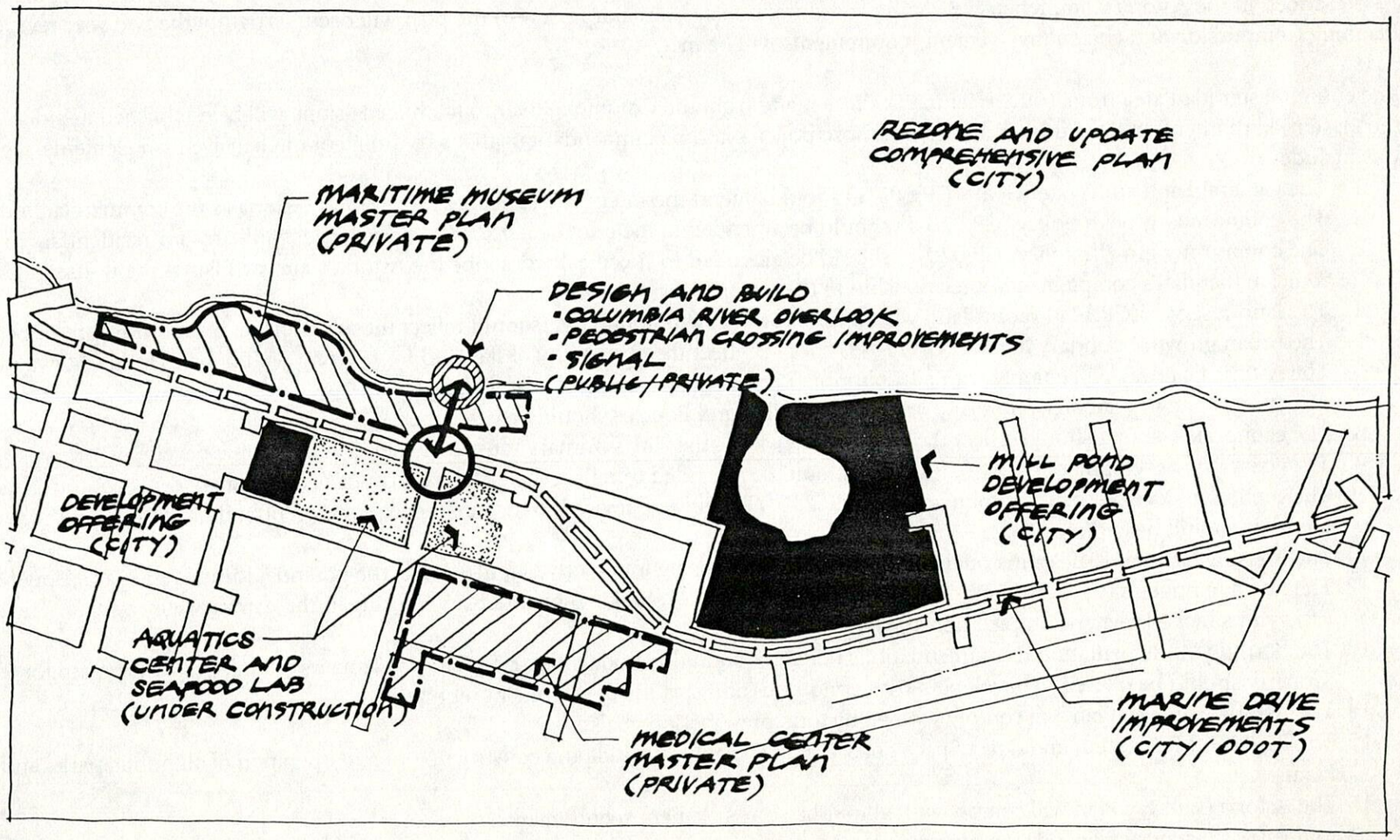
3. Development Offerings (City)
   - Mill Pond
   - Family activity

4. Design and Build (Public / Private)
   - Columbia River Overlook
   - Pedestrian crossings
   - Signal

5. Aquatics Center and Seafood Lab (Under Construction)

6. Rezone and Update Comprehensive Plan (City)

Implementation Program (Figure 18)


REZONE AND UPDATE COMPREHENSIVE PLAN (CITY)
MARITIME MUSEUM MASTER PLAN (PRIVATE)
DESIGN AND BUILD
• COLUMBIA RIVER OVERLOOK
• PEDESTRIAN CROSSING IMPROVEMENTS
• SIGNAL
(PUBLIC/PRIVATE)
MILL POND DEVELOPMENT OFFERING (CITY)
DEVELOPMENT OFFERING (CITY)
AQUATICS CENTER AND SEAFOOD LAB (UNDER CONSTRUCTION)
MEDICAL CENTER MASTER PLAN (PRIVATE)
MARINE DRIVE IMPROVEMENTS (CITY/ODOT)

IMPLEMENTATION PROGRAM

To implement the plan a new comprehensive "plan area" and development code "special planning" or "special purpose" area will be created. The following identifies those components, land uses and locations that do no currently comply with existing policies or regulations. The changes will be incorporated into the City's Development Code and Comprehensive Plan.

Comprehensive Plan Consistency

As prescribed in the Astoria Comprehensive Plan's procedural policies, a major review of the plan will occur as part of the two year revision schedule. The change will be initiated by the Planning Commission and citizen involvement requirements will be met.

The entire Master Plan area from 16th Street to 29th Street and from the Columbia River to the hillside slope will be established as a new comprehensive "plan area". Policies that define the Master Plan's intent will be outlined along with those policies and recommendations that vary from comprehensive plan elements. Comprehensive plan policies for the Astoria Gateway include:

1. The General Land and Water Goals (CP.105-1) should amend the intent of the plan to ... "promote Astoria as the commercial, industrial, tourist and cultural center of the area."
2. The community growth policy (CP.020-1) should be amended to include the Astoria Gateway area as infill area for residential growth.
3. The community growth policy (CP.020-7) should be amended to specifically describe the Astoria Gateway Plan as the re-use of the County Fairgrounds. The description should indicate the plan's complementary relationship to the Central Business District.
4. The land reserve, (CP.110) vacant land within the urban growth boundary, should reflect the adjustments of land uses prescribed by the Master Plan.
5. The urban growth boundary finding (CP.115-4) should reflect the availability of flat land for housing within the Astoria Gateway area.
6. The Astoria Gateway will comply with all Columbia River Estuary Land and Water Use policies.
7. An Astoria Gateway Subarea Shoreland and Aquatics Plan and Policies should be developed.
8. The economic element should reflect the Astoria Gateway as the City's primary tourism center. The economic development goals should clearly encourage this use.
9. The economic development policy (CP.205-4) should be amended to reflect the Gateway District as the primary center of tourist activity.
10. The economic development recommendation (CP.210-7) should be revised to include the exploration of building a hotel in the Gateway District. The use of creative financing methods should be explored.
11. The housing element issues and conclusions, (CP.215-4) housing for elderly, should reflect the potential for moderate and upper income units at the Mill Pond parcel.
12. The housing policies (CP.220) should include an objective of developing higher density housing in the Astoria Gateway area. The objective should clearly state the desire for a variety of attached owner-occupied housing types.
13. The housing implementation recommendations (CP.225) should include an Astoria Gateway Housing Development Program for the Mill Pond site. It should clearly state that this property should be offered to developers with conditions and specific development requirements.
14. The Astoria Gateway Plan will comply with all historic preservation goals.
15. The Parks and Recreation and Open Space goals (CP.270) should include the construction of and operation of all public parks and open spaces as outlined in the Astoria Gateway Plan.
16. The Astoria Gateway Plan will comply with all public access element requirements.
17. The Astoria Gateway Plan will comply with all air, water, and land quality requirements.

IMPLEMENTATION PROGRAM

Development Code

The development code will be amended to include a new "specific planning or special purpose area" that establishes regulation that define the character of the individual land uses within the Astoria Gateway Area. The new article will include new use zones that borrow heavily from existing use zones and when appropriate, create completely new use zones. The new "specific planning area/special purpose" district is intended to allow existing uses to continue, but to facilitate a transition to a new mixed-use tourism and residential master planned area.

Establishment of Astoria Gateway Use Zones

In order to implement the master plan, individual use zones as described in the development framework will be created. These include 8 new zones.

(1) Maritime Heritage
(2) Family Activity
(3) Attached Housing
(4) Health Care
(5) Education / Research / Health Care Campus
(6) Hospitality / Recreation
(7) Local Service
(8) Attached Housing

Each zone will include regulation describing:

- purpose
- uses permitted outright
- conditional uses permitted
- lot sizes
- height of structures
- other applicable use standards
- lot coverage
- yards
- landscape

Each zone will:

A. Comply with city development code articles unless otherwise specifically identified as part of the Astoria Gateway Design Guidelines.

Existing articles:

1. Basic Provisions
3. Additional Use and Development Standards
4. Columbia River Estuary and Shoreline Standards
5. Impact Assessment and Resource Capability Determination
6. Historic Properties
7. Parking and Loading
8. Signs
9. Administration Procedures
10. Amendments
11. Conditional uses and specific standards
12. Variances
13. Subdivision & Land Partition, Procedure for subdividing property, major land partition, minor land partition, general regulations & design standards, improvement, variances, fees and enforcement.

USE MATRIX (Table 4)

Key:

- ○ Permitted use
- ◎ Conditional Use
- ● Prohibited Use

MH - Maritime Heritage
FA - Family Activities
AH - Attached Housing
HC - Health Care
CA - Education/Research/ Health Care Campus
HR - Hospitality/Recreation
LS - Local Service
AH/MP - Attached Housing (Mill Pond)

	MH	FA	AH	HC	CA	HR	LS	AH/MP
Business Service	●	●	◎	◎	●	●	◎	●
Commercial Laundry	●	●	●	●	●	●	◎	●
Commercial Parking	◎	◎	●	●	◎	◎	●	●
Communication Service	●	●	●	●	◎	●	●	●
Eating & Drinking establishment	○	◎	●	●	●	○	◎	◎
Education Service	●	●	◎	◎	○	●	●	●
Family Day Care (in-home)	◎	◎	○	●	●	◎	◎	○
Home Occupation	○	○	○	●	●	○	○	○
Motel/Hotel	●	●	●	●	●	○	●	●
Personal Service	●	●	◎	◎	●	◎	○	◎
Professional Services	●	◎	●	○	◎	●	●	●
Public/Semi-Public Use	◎	○	◎	◎	◎	◎	◎	◎
Repair Service	●	●	●	●	●	●	●	●
Residential Facility	●	●	○	◎	●	●	●	○
Retail Sales	●	●	●	●	●	●	◎	●
1-2 Family Dwelling over commercial	◎	○	○	●	●	○	○	○
Transportation Service	●	●	●	●	●	●	◎	●
Animal Hospital/Kennel	●	●	●	●	●	●	●	●
Auto Sales/Service	●	●	●	●	●	●	●	●
Day Care	●	◎	◎	◎	◎	◎	◎	◎
Gas Station	●	●	●	●	●	●	◎	●
Hospital	●	●	●	○	◎	●	●	●
Indoor Family Entertainment/ Recreation	◎	○	●	●	●	◎	●	●
Light Manufacturing	●	●	●	●	●	●	●	●
Recycling	●	◎	●	●	●	●	●	●
Wholesale Warehouse	●	●	●	●	●	●	●	●
Retail Sales (not exceeding 3000 SF)	◎	●	◎	◎	◎	○	○	◎
Repair Services (not exceeding 3000 SF)	●	●	●	●	●	●	○	●
Restaurant with Drive Through Facilities	●	●	●	●	●	●	●	●
Temporary Use	◎	◎	◎	◎	◎	◎	◎	◎
Single Family Dwelling	●	●	●	●	●	●	●	●
Two Family Dwelling	●	●	○	●	●	●	●	●
Multi-Family Dwelling	●	●	○	●	●	●	●	○
Accessory Rental	●	●	○	●	●	●	●	○
Home Stay Lodging	●	●	●	●	●	●	●	●
Manufactured Dwelling Park	●	●	●	●	●	●	●	●
Bed/Breakfast or Inn	○	●	●	●	●	○	●	●
Boarding House	●	●	◎	●	●	●	●	◎
Congregate Care	●	●	○	◎	●	●	●	●
Nursing Home	●	●	◎	◎	●	●	●	●
Restaurant as Accessory Use to Inn	○	●	●	●	●	○	●	◎
Tourist-oriented Retail Sales	○	◎	●	●	●	○	●	◎
Studio for Artists	◎	◎	○	●	●	●	●	◎
Heliport	●	●	○	○	●	●	●	●
Tram	●	◎	●	○	●	○	●	●
Assisted Housing	●	●	○	●	●	●	●	○
Seafood Processing/ Education Facility	●	●	●	●	○	●	●	●
Residential Home	◎	○	○	●	●	○	○	○
Museum	○	○	●	●	●	◎	●	●
Medical Service	●	●	○	○	○	●	●	●

DEVELOPMENT STANDARDS (Table 5)

Use Zone	Lot Size/ Density	Yard	Lot Coverage	Landscape	Building Height	Other *
1. Maritime Heritage (MH)	No min.	No min.	90% max	10% min.	45 ft. max	Meet applicable standards of section 2.415 of Astoria development code
2. Family Activities (FA)	No min.	No. min.	90%	10% min.	45 ft. max	Meet applicable standards of section 2.415 of Astoria development code
3. Attached Housing / Health Care (AH/HC)	2000 SF 13 units/ac (both min.)	10 ft. front 0 ft. side 5 ft. rear	80% max	20% min.	35 ft. max	Required parking access from rear alleys or drives. Meet applicable standards of section 2.415 of Astoria development code
4. Health Care (HC)	No min.	No min.	90% max	10% min.	45 ft. max	Meet applicable standards of section 2.415 of Astoria development code
5. Education/Research/ Health Care Campus (CA)	5000 SF minimum	No min.	60% max	20% min.	45 ft. max	Meet applicable standards of section 2.415 of Astoria development code
6. Hospitality / Recreation (HR)	No min.	No min.	90% max	10% min.	45 ft. max hotel 60 ft. max	Meet applicable standards of section 2.375 of Astoria development code
7. Local Service (LS)	No min.	No min.	80% max	20% min.	35 ft. max	Meet applicable standards of article 7, 8 Meet applicable standards of section 2.335 of Astoria devlpmt. code
8. Attached Housing (Mill Pond) (AH/MP)	18 units/ac (min)	10 ft. front, 0 ft. side 5 ft. rear (See area plan for exceptions)	80% max	20% min.	45 ft. max	Meet applicable requirments of section 2.185 of Astoria development code

* All uses must meet standards of Development Code 2.445 (1)

DESIGN GUIDELINES

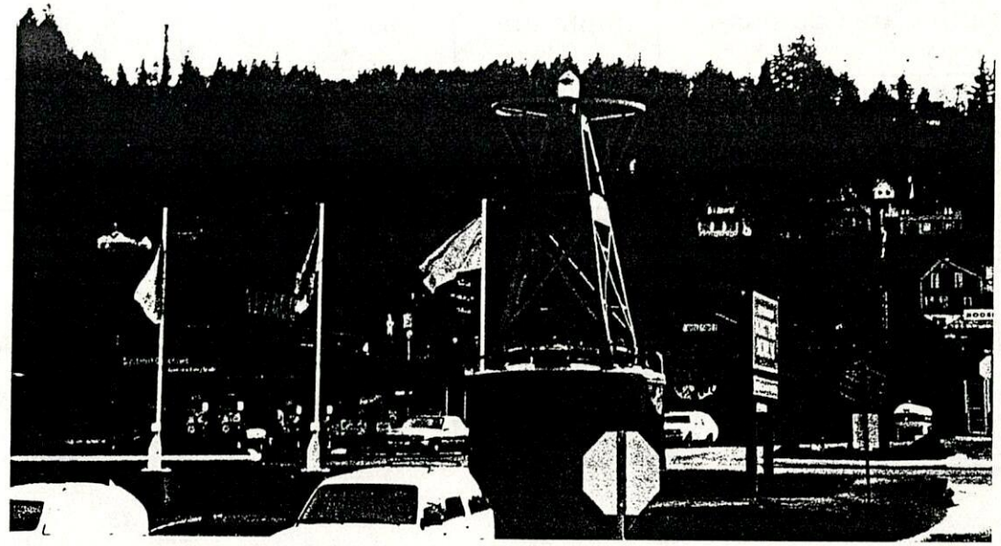
Special design guidelines assist in the implementation of the master plan. The guidelines generally apply to new construction or major renovations. These guidelines provide fundamental principles that will assist in the review of proposed development. The design guidelines provide not only suggestions for desirable elements, but also for unacceptable elements. The design guidelines are meant to state broad design objectives and are not to be construed as prescriptive standards. In selective instances, strict compliance with individual elements of the guidelines may not be appropriate. These may include considerations and provisions for distinctive existing buildings (i.e. the Maritime Museum) where the overlying Master Plan theme may conflict with components of present design themes. In all cases, justification for non-compliance must be reviewed and approved. The design guidelines address:

1. Architecture Guidelines
   - Building Character
   - Form
   - Windows
   - Walls
   - Roofs
   - Other Elements

2. Important Features
   - Waterfront Hotel
   - Astoria Incline Tram
   - Astoria Train Station
   - Primary Columbia River Overlook
   - Gateway

3. Sign Guidelines
   - Hanging Blade Signs
   - Applied

4. Lighting Guidelines
   - Exterior Building Lighting
   - Street Lights
   - Parking Lot
   - River Walk



MARITIME ARTIFACT

DESIGN GUIDELINES

1. Architectural Guidelines

The guidelines promote architectural elements that unify the district. The architecture should reinforce the individuality and spirit of Astoria's Riverfront heritage. The guidelines promote only architecture types that are historically indigenous to Astoria or the Northwest Coast. "Placeless" architecture styles, typical of national chain stores and the like are inappropriate. A small palate of three architectural styles are suggested to maintain unity and provide variety.

Building Character

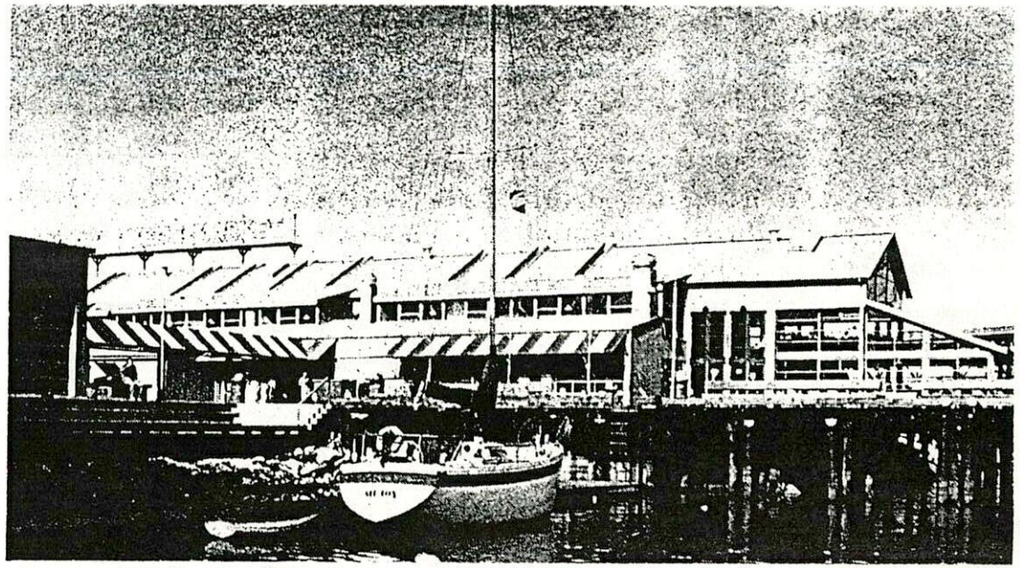
The Gateway Master Plan should reflect the working waterfront heritage of Astoria.

- Historic "Cannery Row" Industrial
- Astoria Railroad Vernacular
- Historic Victorian or Craftsman (up to 1930)

Does not include:

- Other building types that may be found in Astoria
- Contemporary interpretations of waterfront industrial architecture

Appropriate Historic Victorian Character



Appropriate "Cannery Row" Industrial

DESIGN GUIDELINES

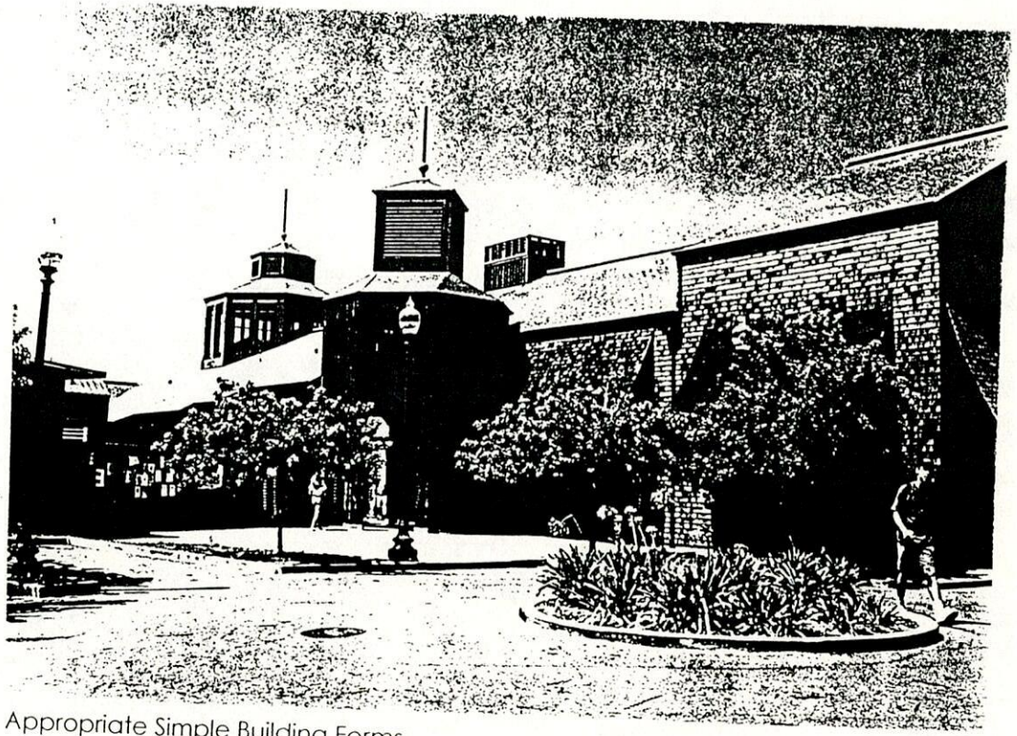
Form

- Simple Building Forms

Does not include:

- Non-traditional building forms (Maritime Museum)
- Contemporary building forms (Columbia Memorial Hospital)

Appropriate Simple Building Forms



Appropriate Simple Building Forms

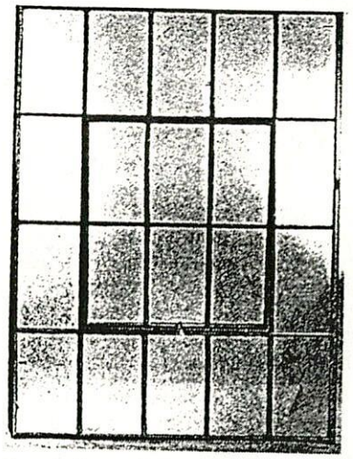
DESIGN GUIDELINES

Windows

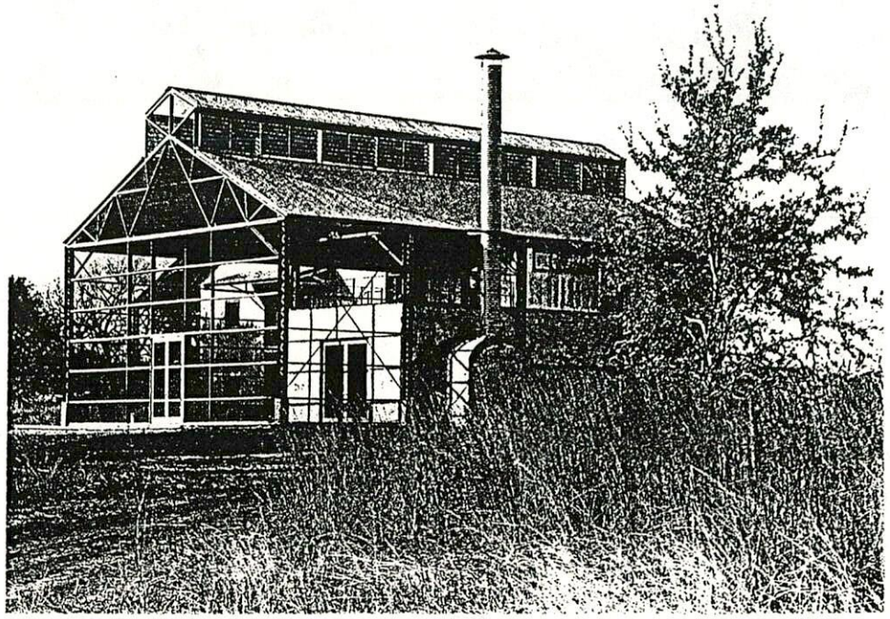
- Industrial type (small pane)

Does not include:

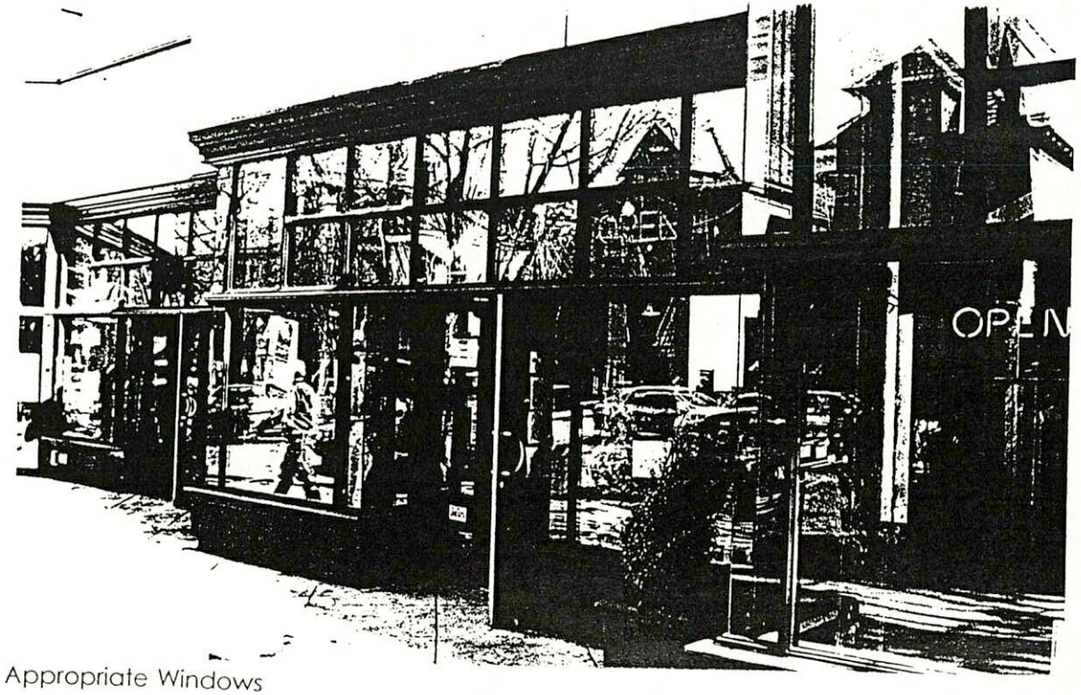
- Large plate glass
- Simulated divided lites



Small Pane Windows



Appropriate Industrial Windows



Appropriate Windows

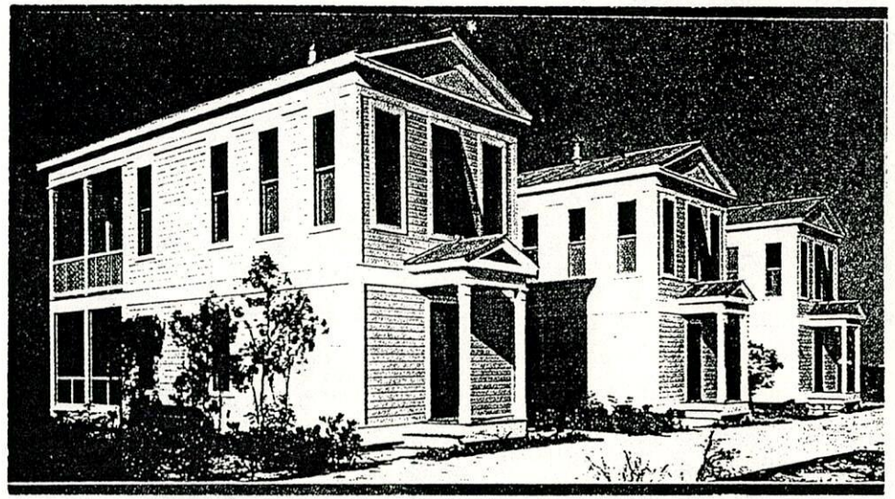
DESIGN GUIDELINES

Walls

- Smooth bevel drop siding
- Shingles (grey)
- Vertical siding (wood board and batten)
- Real wood with historic precedent
- Brick to match the train station (use over entire building)

Does not include:

- Metal panels
- Wood shakes
- Exposed concrete block
- Flagstone or other applied stone products
- Precast concrete or decorative concrete
- Cast-in-place concrete
- Plywood paneling (T-111)
- Synthetic cladding materials



Appropriate Historic Siding

Roofs

Roof form:

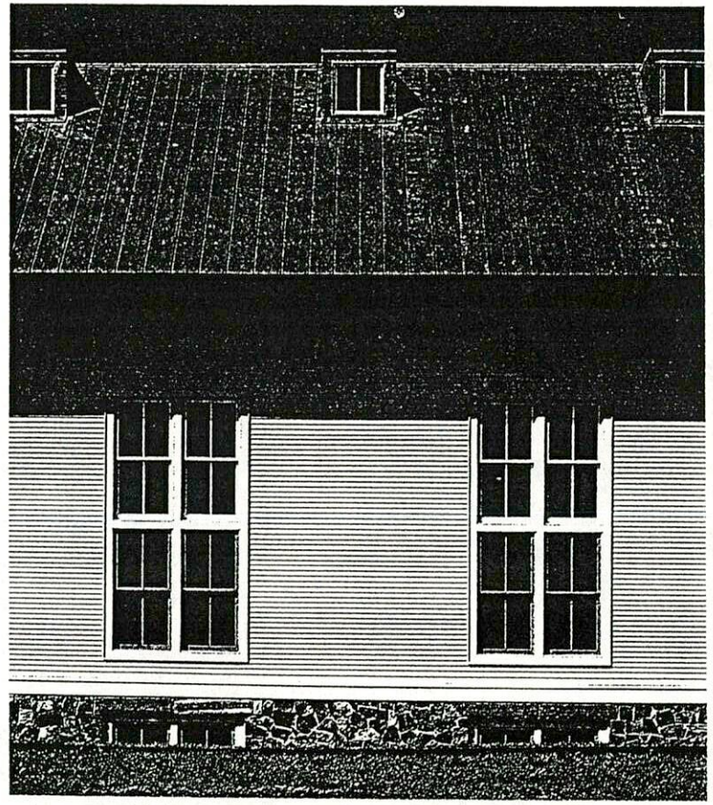
- Low pitch
- Small dormers

Roofing:

- Cedar Shingle
- Three tab
- Metal (Corrugated or small folded standing seams)
- Dark greys or black

Does not include:

- Colored roofs (red, green, blue, tan colors)
- Mansard or other applied decorative roof forms



Appropriate Low Pitch Roof & Small Dormers

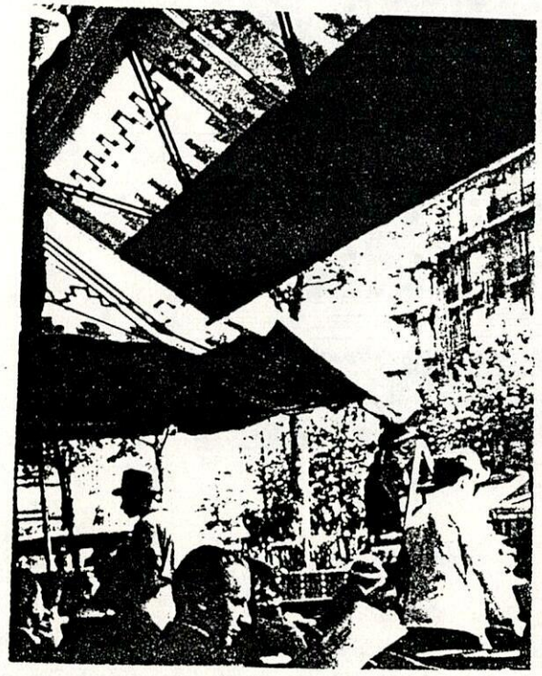
Other Elements

Rain Protection:

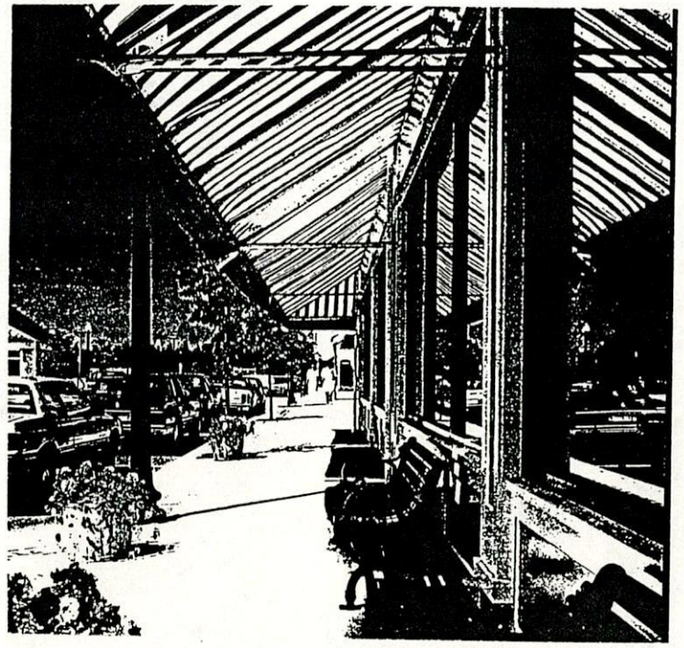
- Awnings (canvas products)
- Covered walks

Does not include:

- Vinyl awnings
- Backlit awnings
- Covered walks (with flat roofs)



Appropriate Canvas Awning



Appropriate Covered Walk

Appropriate Historic Character Awnings

DESIGN GUIDELINES

2. Important Features

The important features should provide accent with understated dignity. The features should be distinctive yet complementary to the overall district character. The important features should establish the district's identity as a place of grandness and excitement.

Attractions

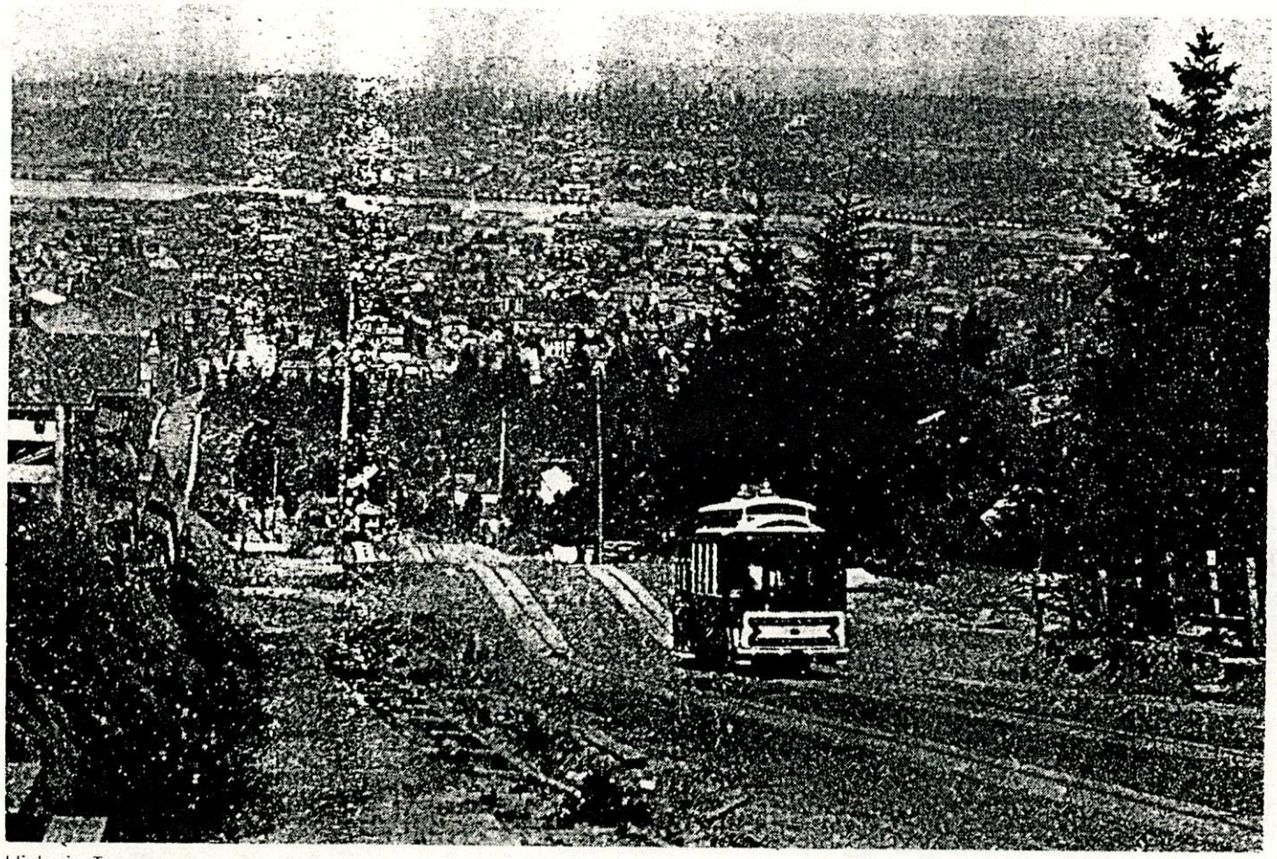
- Astoria Railroad Vernacular: Use of similar themes from the old Flavel Hotel is strongly encouraged
- Continuous circulation along riverbank between hotel and river
- Continuous public circulation under arcade along south side of hotel

Flavel Hotel

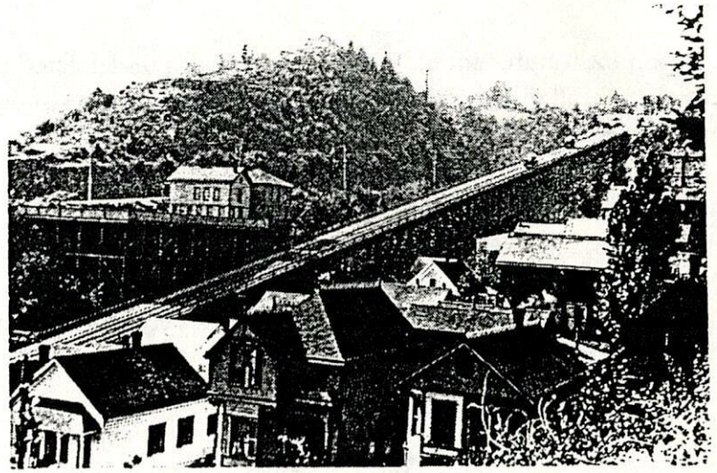
Appropriate Astoria Railroad Vernacular

Astoria Incline Tram

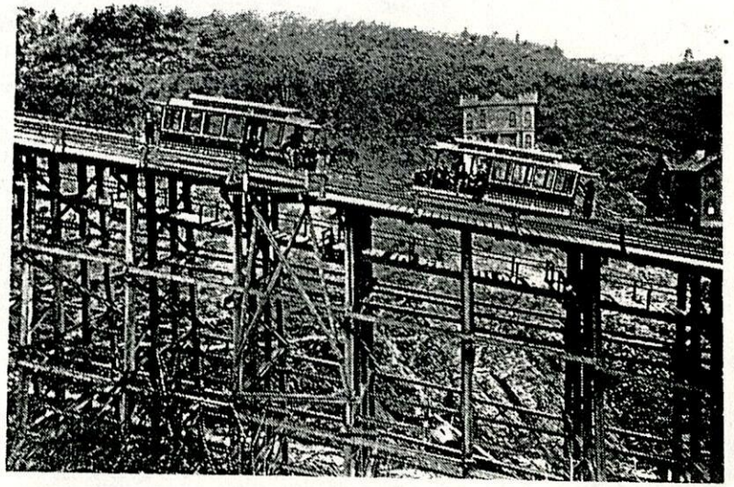
- Ticket Pavilion at corner of Marine Drive and 20th
- Incline Tram stops at river and Astoria Column
- Tram runs on 20th, between Gateway Square and Astoria Column
- Historic in character similar to the old Portland Council Crest line



Historic Tram



Historic Tram



Historic Tram

Astoria Columbia River Trolley (Train)

- Parallel to river between Smith Point and Tongue Point
- Historic engine and passenger cars
- Ticket office and waiting room on Gateway Square

Historic Train Plaza and Ticket Area

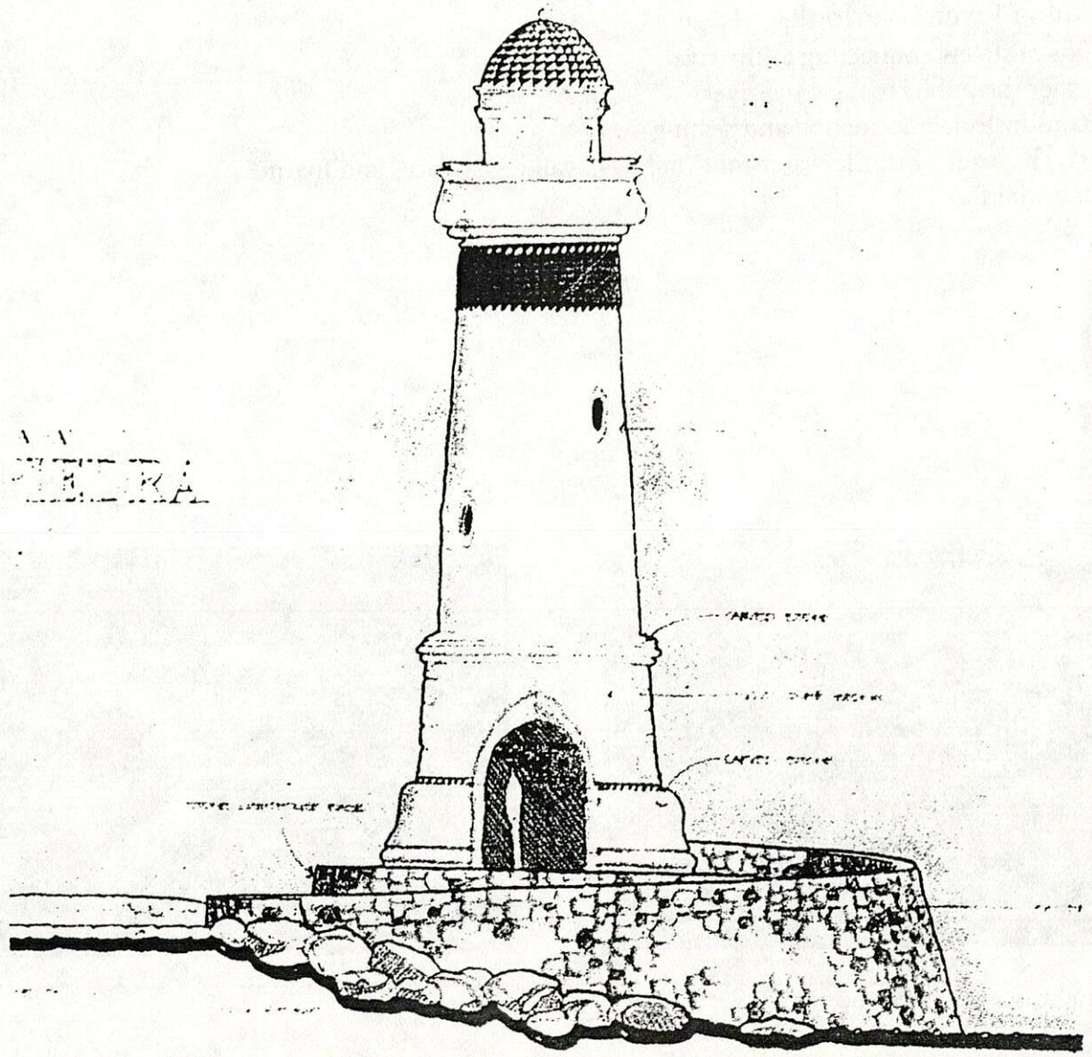
DESIGN GUIDELINES

Astoria Train Station

- Historic character
- Contains waiting rooms for trolley (train) and Incline Tram
- Includes food service and/or brew pub
- Provides services for the public using "Gateway Square" (Food and drink, information, schedules, restrooms)

Primary Columbia River Overlook

- Historic in character
- Historic Fresnel light
- Potential Coast Guard memorial
- A companion piece to the Astoria Column

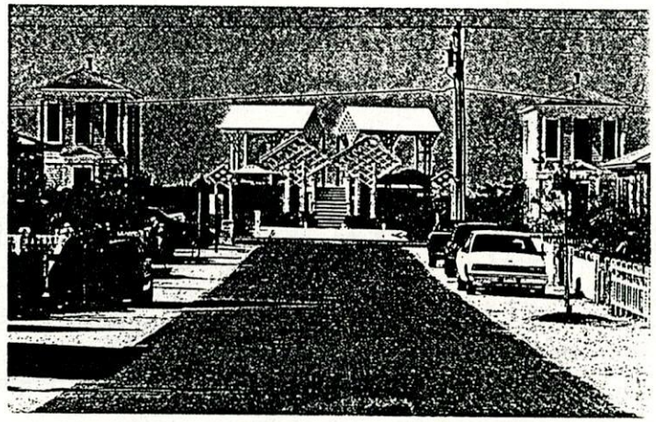


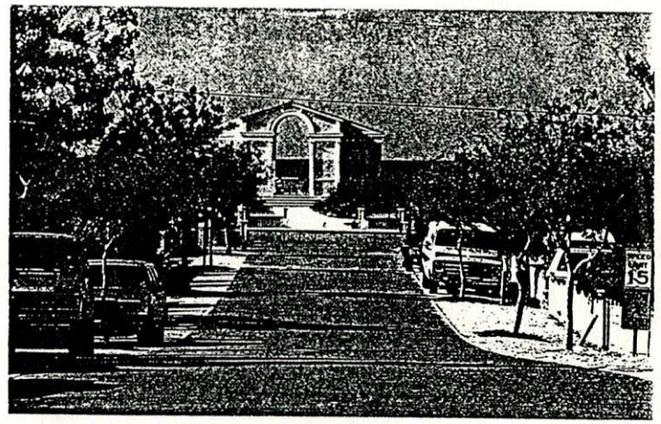
Historic Lighthouse Character

DESIGN GUIDELINES

Other Columbia River Overlooks

- At ends of streets connecting to the river
- Places for the public to view the river
- Contains historic information and seating
- Design character - historic waterfront (railings, walking surfaces and fixtures)
- Fishing wharf





Overlook Connects Neighborhoods to River

DESIGN GUIDELINES

Marine Drive Gateway Monuments

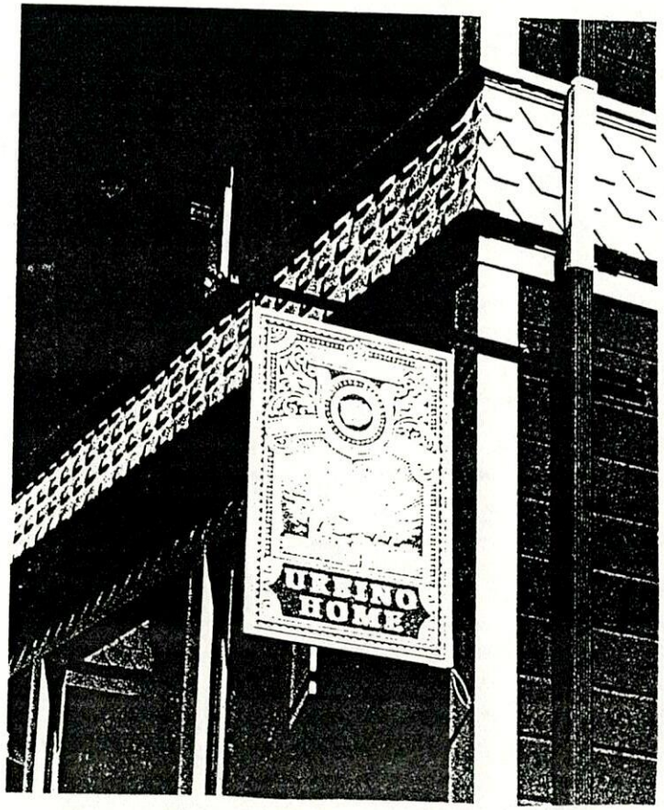
- Historic Astoria Roadway Gateways are most appropriate
- Located at the intersections of Marine Drive and Commercial, 23rd and Marine Drive, and 16th and Marine Drive

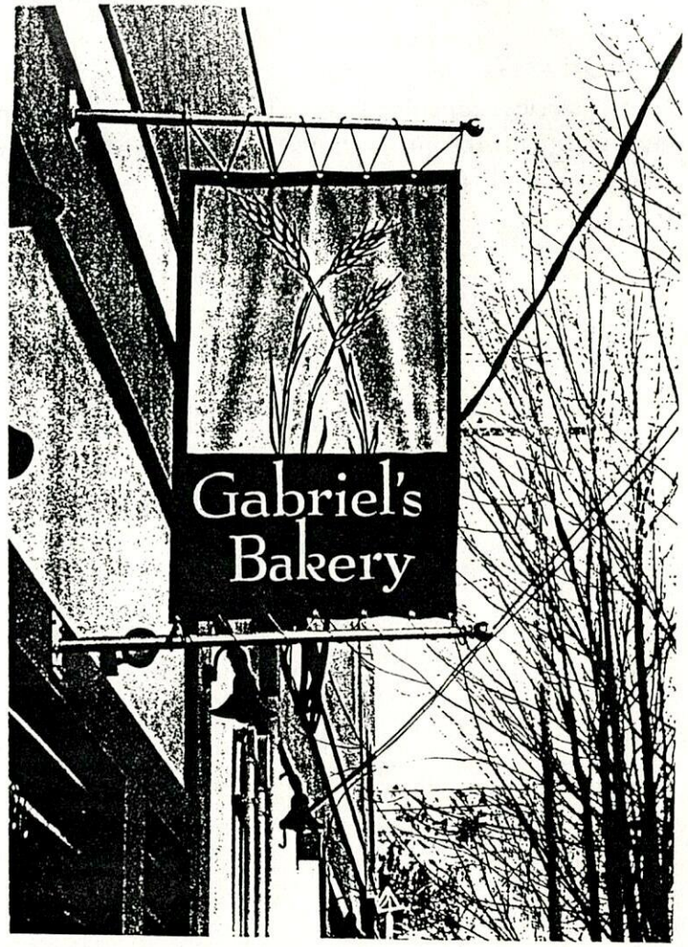
3. Sign Guidelines

Signs should not overwhelm the buildings and landscape. They should instead provide easily recognizable business identification and information in a highly graphic format that is complementary to the Master Plan Area's architecture. Tasteful logos, symbols and graphics are encouraged. A strong pedestrian orientation of signs should be encouraged.

Hanging Blade Signs

- Small scale (9 feet square recommended, maximum 15 feet square)
- Historic in character
- Front lit





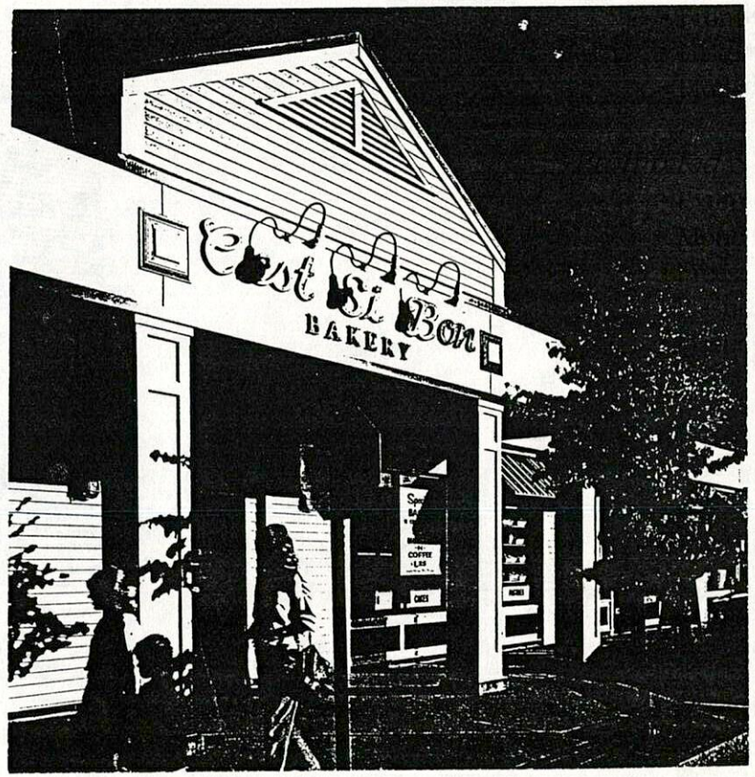
Appropriate Small Hanging Blade Signs

Applied

- Front lit
- Historic in character
- Modest scale

Prohibited Signs

- Exterior neon
- Monument signs
- Freestanding
- Plastic
- Plastic backlit



Appropriate Historic Applied Sign Character

DESIGN GUIDELINES

4. Lighting Guidelines

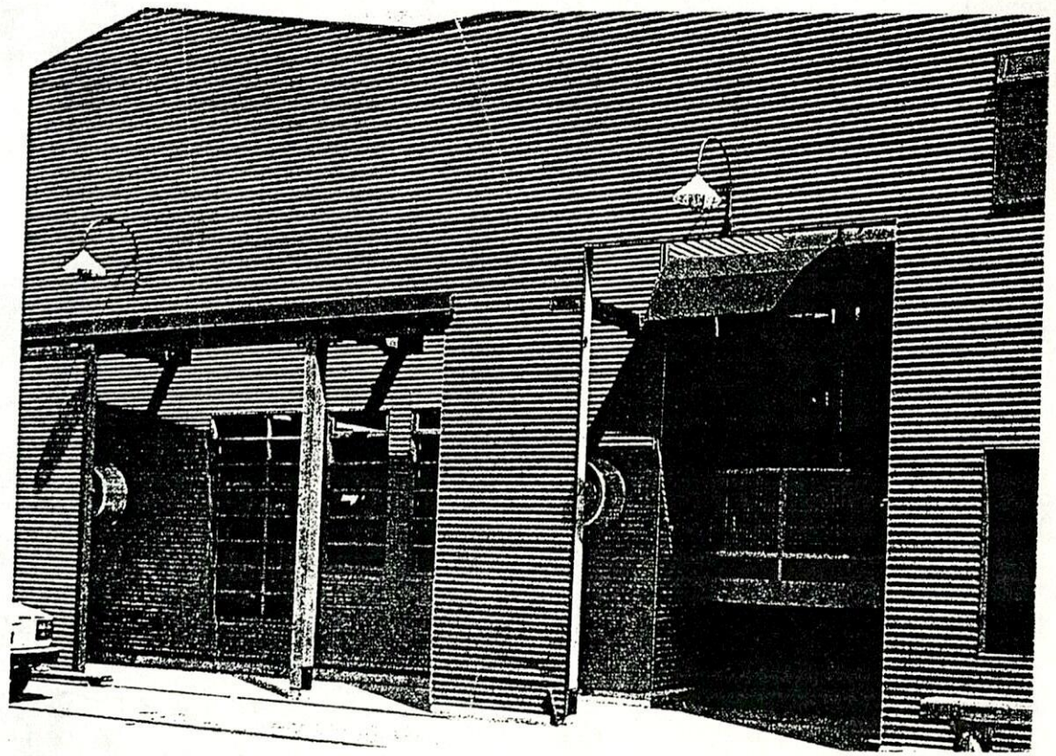
Lighting should not only provide nighttime security, but also encourage nighttime patronage of businesses and restaurants. Lighting, especially of special elements should create an atmosphere of festivity and activity. Utilitarian application of glaring, offensively colored lights should be prohibited.

Exterior Building Lighting

- Integrate with architecture and landscape
- Decorative
- Metal halide

Prohibited:

- Sodium
- Neon
- Fluorescent tube



Appropriate Lighting Integrated into the Architecture

DESIGN GUIDELINES

Street Lights

- Historic fixtures along streets
- Combine traffic and pedestrian signals with street lights

Parking Lot Lighting

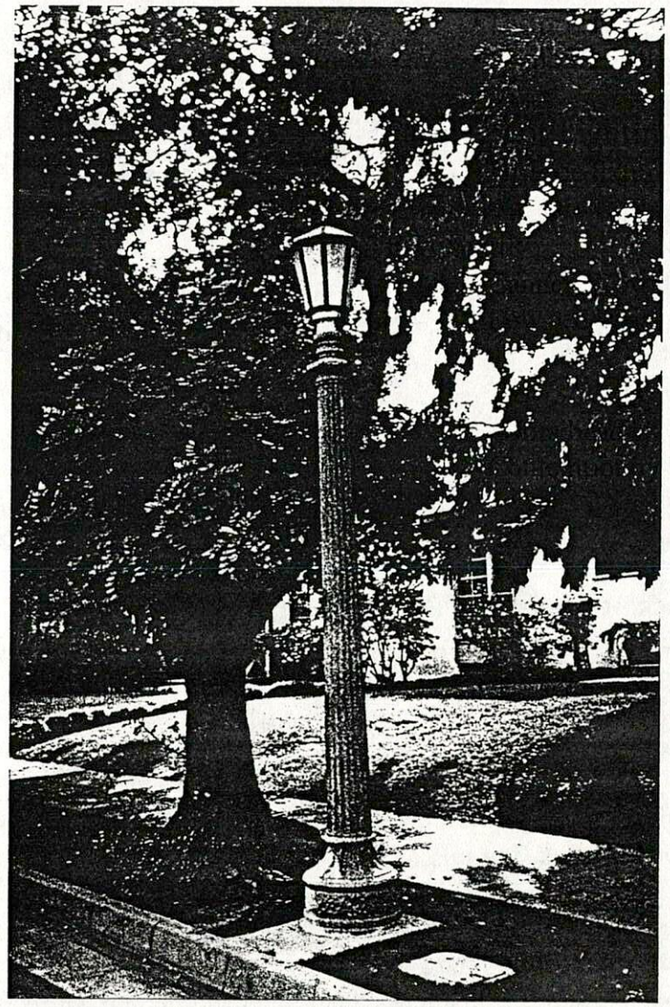
- Historic fixtures

Riverwalk

- Cannery Row industrial character (galvanized metal hood)
- Low pedestrian bollard lighting

Prohibited (streets, parking lots and river walk):

- Cobra head type fixtures
- Contemporary fixtures



Appropriate Historic Fixture

DESIGN GUIDELINES

Development Review

Each public and private development proposal within the Astoria Gateway area will be reviewed for consistency with the Master Plan. Plans will be reviewed by a "Design Review Commission" formed specifically for the Astoria Gateway area. The Design Review Commission will function as an advisory body only. All development proposal approvals or denials shall be made by the Astoria Planning Commission. Appointed by the City Council, the Design Review Commission will include:

Five members of the community:

1. Builder
2. Design professional
   - Architect
   - Landscape Architect
   - Building Designer
   - Artist
3. Business person
4. Citizen representative
5. Historic Preservation Landmarks Commission representative

The Design Guidelines checklist on the following pages would be used by developers and the Design Review Commission to both simplify the developer's design process and the commission's review process.

The Design Guidelines Checklist is not a pass/fail scoresheet. Each project submitted to the Design Review Commission need not apply nor respond positively to all design elements. Instead, the guidelines checklist is intended to be used as a barometer of consistency with design intent and policies. Proposals should comply with most guidelines. Where they do not comply, clear written and graphic justification should be given to the Design Review Commission for their consideration.

The Design Review Commission may:

1. Recommend approval to the Planning Commission
2. Recommend approval with specific conditions for approval to the Planning Commission
3. Recommend denial to the Planning Commission

At a formal hearing, the Planning Commission will review the Design Review Commission's findings and will approve or deny the proposal. Should the Planning Commission recommend denial of a proposal, applicants may:

1. Return to the Design Review Commission and the Planning Commission with a revised proposal for review
2. Appeal to City Council

ASTORIA GATEWAY DESIGN GUIDELINE CHECKLIST (A) (Table 6)

Project: _____

Support Downtown Astoria (Non-Competing Uses)

	Does Apply	Does Not Apply	Does Comply	Does Not Comply
Area Plans				
• Use Matrix	☐	☐	☐	☐
• Components and Requirements	☐	☐	☐	☐
• Plan Diagram	☐	☐	☐	☐
Link Land Uses (Visual and Physical)				
• Within Area	☐	☐	☐	☐
• To River	☐	☐	☐	☐
• To Downtown	☐	☐	☐	☐
• To East	☐	☐	☐	☐
Create a Pedestrian Friendly Environment				
• Street Sidewalks	☐	☐	☐	☐
• Pedestrian Street Crossing	☐	☐	☐	☐
• Riverwalk	☐	☐	☐	☐
• Rain Protection	☐	☐	☐	☐
• Landscaping	☐	☐	☐	☐
• Active Street Frontage	☐	☐	☐	☐
• Open Space (Central Location)	☐	☐	☐	☐

ASTORIA GATEWAY DESIGN GUIDELINE CHECKLIST (B)

Project: _____

Design Elements

	Does Apply	Does Not Apply	Does Comply	Does Not Comply
Architecture				
• Building Character	☐	☐	☐	☐
• Form	☐	☐	☐	☐
• Windows	☐	☐	☐	☐
• Walls	☐	☐	☐	☐
• Roofs	☐	☐	☐	☐
• Other Elements	☐	☐	☐	☐
Important Features				
• Riverfront Hotel	☐	☐	☐	☐
• Astoria Incline Tram	☐	☐	☐	☐
• Astoria Train Station	☐	☐	☐	☐
• Primary Columbia River Overlook	☐	☐	☐	☐
• Other Columbia River Overlooks	☐	☐	☐	☐
• Marine Drive Gateway	☐	☐	☐	☐
Signs				
• Hanging Blade Signs	☐	☐	☐	☐
• Applied	☐	☐	☐	☐
Lighting				
• Exterior Building	☐	☐	☐	☐
• Street Lights	☐	☐	☐	☐
• Parking Lot	☐	☐	☐	☐
• Riverwalk	☐	☐	☐	☐

CONCLUSION

Will this plan happen?

The great towns and cities throughout the world have all been planned. The success of great towns and cities in this country, of renaissance communities in Italy or vibrant towns in Mexico can be traced to a simple recipe of common ingredients. This plan includes those ingredients. This plan will only be successful, however, if the vision and plan of action are actively pursued by a committed citizenry and political leadership. People who stand firmly behind the plan over an extended period of time.